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ABSTRACT

This second volume of the jail removal cost study provides a detailed report of the study findings which examine the costs, experiences, and ramifications of removing children from adult jails and lockups. The foreword supplies background information and hypothetical removal cost estimates. The approach used to conduct the jail removal cost study is described. The next section reviews information on the costs of alternatives to the placement of juveniles in jail. Three policy choices available to decision makers faced with removing juveniles from jails are discussed. The next sections present models for the three policy areas discussed: secure detention facilities, community residential care, and community supervision. Each section describes the characteristics of the programs within each policy area and presents cost models derived from the sample. Results of the 50-state survey regarding existing juvenile populations, and costs and ramifications of removal are reviewed. The removal experiences of four jurisdictions involved in the Federal Jail Removal Initiative and those of the Commonwealth of Pennsylvania are analyzed. The potential ramifications of the removal requirement are discussed. and the costs and ramifications for removal are summarized. Conclusions and recommendations are stated for costs of removal, current utilization of alternatives and characteristics of the juvenile justice system, and removal experiences. (LLL)

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U.S. Department of Justice
Office of Juvenile Justice and Delinquency Prevention

ED254782

Jail Removal Cost Study

Volume 2

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CG 018067

JAIL REMOVAL COST STUDY

VOLUME 2

This document was prepared by the Community Research Center of the University of Illinois under grant number 82-JS-AX-0004 awarded by the Office of Juvenile Justice and Delinquency Prevention.

May, 1982

FOREWORD

The Jail Removal Cost Study is an examination of costs, experiences and ramifications of removing children from adult jails and lockups. This study was prepared by the Office of Juvenile Justice and Delinquency Prevention on the instruction of Congress as set forth at Section 17 of the Juvenile Justice Amendments of 1980 (P.L. 96-509).

Congress, in providing for the study, placed emphasis on the development of an estimate of costs likely to be incurred by states in removing juveniles from adult jails and lockups. The origin of this interest was the addition to the provisions of the Juvenile Justice and Delinquency Prevention Act of a requirement that such action be undertaken in the states.

Generally, data collected preparatory to formulation of this report indicated that the cost of jail removal is a function of the policy decisions made by a jurisdiction in proceeding to its implementation: a decision to place all juveniles currently housed in adult jails and lockups in secure detention will result in one cost figure while a decision to place juveniles in one of several less restricting, non-institutional options will create another set of costs. A mix of secure placements and less restrictive options creates still a third cost figure. The basis for developing a precise national figure for removal of juveniles from adult jails and lockups is not available. Many jurisdictions are not in a position to provide firm cost estimates; other jurisdictions, in responding to questions concerning cost, projected removal costs for a greater number of juveniles than they reported are currently held in jails and lockups. A $118.8 million figure can be deduced by totaling the cost figures provided by respondents to the survey of states concerning jail removal. This figure is based on response to questions concerning costs from 60% of the jurisdictions surveyed.

Nonetheless, the impact of cost can be assessed from hypothetical estimations drawn on data developed in the course of the study:

-- Jurisdiction A places 100% of a caseload of 100 in secure detention for an average length of stay of 10 days. Given an average cost of $69.74 per bed per day, placement of these 100 juveniles in secure detention for 10 days will cost $69,740. (Note: excludes capital construction costs.)

-- Jurisdiction B places 100% of a caseload of 100 in a less restrictive residential option for an average length of stay of 10 days. Given an average cost of $66.68 per bed per day, placement of these 100 juveniles in a less restrictive residential option will cost $66,680.

-- Jurisdiction C returns 100% of a caseload of 100 to the community under supervision with such supervision continuing for an average of 10 days. Gives an average cost of $22.17 per juvenile per day, return of 100 juveniles to the community under supervision will cost $22,170.

Any mix of the above alternatives will have obvious consequences with respect to removal costs. A fourth hypothetical features a mix of alternatives; assumes the return of a large percentage of youth to their homes under varying degrees of supervision; and reflects a one time administrative cost associated with juveniles who are returned home after initial contact.

-- Jurisdiction D distributes a caseload of 100 juveniles among four alternatives:

- 10% of the caseload (10 juveniles) are placed in secure detention for an average length of stay of 10 days. Given an average cost of $69.74 per bed per day, placement of these 10 juveniles in secure detention will cost $6,974.

- 20% of the caseload (20 juveniles) are placed in a less restrictive residential option for an average length of stay of 10 days. Given an average cost of $66.68 per bed per day, placement of these 20 juveniles in a less restrictive residential option will cost $13,336.

- Eight percent of the caseload (8 juveniles) were returned to the community under supervision with such supervision continuing for an average of 10 days. Given an average cost of $22.17 per juvenile per day, return of 8 juveniles to the community under supervision will cost $1,174.

- 62% of the caseload (62 juveniles) are returned to the community having been the recipient of administrative services only. Given a one time cost of $71 per juvenile for such administrative services, return of 62 juveniles to the community will cost $4,402.

The total cost to Jurisdiction D of utilizing a range of alternatives in providing services to a caseload of 100 juveniles is $26,486.

The Jail Removal Cost Study provides an important perspective on the costs and other ramifications of removing juveniles from adult jails and lockups, this perspective and the considerable information gathered in the course of the study's preparation will be useful to the states and their local units of government as planning tools in their efforts to move forward in this area.

June 8, 1982

VOLUME 2

JAIL REMOVAL COST STUDY

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CHAPTER I: INTRODUCTION AND OVERVIEW OF METHODOLOGY

The principal amendment contained in the 1980 reauthorization to the Juvenile Justice and Delinquency Prevention Act mandated that those states and territories participating in the legislation must remove juveniles from adult jails and lockups by 1985.

To provide additional insight on the costs and ramifications of this mandate, Congress instructed the Office of Juvenile Justice and Delinquency Prevention as follows:

> The Administrator of the Office of Juvenile Justice and Delinquency Prevention, not later than 18 months after the date of the enactment of this Act, shall submit a report to the Congress relating to the cost and implications of any requirement added to the Juvenile Justice and Delinquency Prevention Act of 1974 which would mandate the removal of juveniles from adults in all jails and lockups.
>
> (b) The report required in subsection (a) shall include--
>
> (1) an estimate of the costs likely to be incurred by the States in implementing the requirement specified in subsection (a);
> (2) an analysis of the experience of States which currently require the removal of juveniles from adults in all jails and lockups;
> (3) an analysis of possible adverse ramifications which may result from such requirement of removal, including an analysis of whether such requirement would lead to an expansion of the residential capacity of secure detention facilities and secure correctional facilities for juveniles, thus resulting in a net increase in the total number of juveniles detained or confined in such facilities; and
> (4) recommendations for such legislative or administrative action as the Administrator considers appropriate.*

Major tasks in the performance of the study were conducted by the Office of Juvenile Justice and Delinquency Prevention, the Community Research Center, the Institute for Economic and Policy Studies and the National Criminal Justice Association in conjunction with the State Criminal Justice Councils.

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*The Juvenile Justice and Delinquency Prevention Act of 1974 as amended through December 8, 1980, Public Law 93-415.

This approach enabled OJJDP to present findings and recommendations to Congress and incorporate significant jail removal efforts already underway at the local, state and federal level. The approach recognized that no single source was adequate to address the complex issues of jail removal in the available period of time. Each group was used to capitalize on areas of proven expertise and past experience:

-- The Community Research Center has conducted extensive research on the issues of juveniles in adult jails and lockups since 1978. This research includes inquiries regarding the rate of suicide by juveniles in various confinement facilities, the effects of national standards release/detention criteria, and advanced practices for the planning and design of juvenile residential environments. The Center has provided technical assistance on the jail removal issue to over 100 state and local agencies and currently serves as National Program Coordinator to 17 jurisdictions participating in the OJJDP Jail Removal Initiative.

-- The Institute for Economic and Policy Studies has expertise in the areas of cost analysis, program modeling and policy recommendations. During the past decade, IEPS has conducted a wide range of cost studies related to the criminal justice system at the state and local level. The cost analysis of the LEAA Corrections Standards has direct applicability to their responsibilities under the jail removal and cost study.

-- The involvement of the states in conjunction with the National Criminal Justice Association was viewed from the outset as a critical element, if the study was to be completed within the six month timeframe. The sound and long-standing relationship which NCJA maintains with the State Criminal Justice Councils provided the only realistic conduit for developing the state-by-state profiles required by Congress. Equally important was the deep knowledge concerning the varied national efforts to achieve jail removal (i.e., National Coalition for Jail Reform).

The approach used to conduct the jail removal cost study during the six-month period (December, 1981-May, 1982) combined a mailed survey questionnaire to access state level information and a detailed interview survey process to determine the cost and ramifications of jail removal efforts in selected local/regional areas, which have either eliminated the jailing of juveniles, or were implementing a plan to effect complete removal as required by Congress.

The general flow of the study progressed through five steps each requiring careful integration and coordination of activities by the three organizations, the State Criminal Justice Councils, and the Office of Juvenile Justice and Delinquency Prevention.

1. Identify cost estimates of states to implement the Jail Removal Amendment.

   -- Survey development and pretest.
   -- Survey distribution and administration.
   -- Survey receipt.
   -- Data processing and analysis.

2. Determine cost models of currently operating alternatives to adult jails and lockups.

   -- Data collection.
   -- Analysis.

3. Determine local/regional experiences with jail removal. Information is largely based upon experiences of four jurisdictions involved in the Jail Removal Initiative (JRI) begun in 1980 by the Office of Juvenile Justice and Delinquency Prevention. The Initiative involves two phases, planning for removal (Phase I) and implementation of removal plans (Phase II). Currently, the four jurisdictions have completed Phase I and are involved in Phase II.

   -- Identify and select five jurisdictions where jail removal has been accomplished.
   -- Identify and describe range of alternative programs and services in each jurisdiction and their costs.
   -- Identify and describe obstacles in each jurisdiction.
   -- Review jurisdictional experience to give perspective to the state survey.

4. Compile adverse and positive ramifications of jail removal identified in the state and JRI jurisdiction assessments.

5. Provide a basis for legislative and administrative recommendations for future activities regarding removal.

6. Review Jail Removal Cost Study findings and recommendations with State Criminal Justice Councils and State Advisory Groups at the 1982 OJJDP Regional Workshops.

The approach to the study provided numerous benefits in terms of extracting the best available data, assuring more realistic recommendations, and familiarizing the states with the difficulty of collection of current information and planning for jail removal. The presentation of findings and recommendations at the May Workshops continued the impetus for state and local action on the Amendment.

The Jail Removal Cost Study was not without significant limitations. The short timeframe, for instance, was a serious handicap to the efforts of the states to examine the extent of the problem in their states, collect reliable data, formulate well-reasoned estimates of cost and ramifications, and determine a comprehensive plan of action. Equally constraining was the limited availability and quality of data at the state level regarding the use of adult jails and lockups. Certain of these data deficiencies will be, for the most part, eliminated by the 1982 compliance monitoring regulation requiring 12-month statewide data; it nonetheless was a serious problem in completion of the Cost Study. These areas will continue to be important state and local technical assistance needs.

Caution in uses of the data includes: state differences in terms of definitions of the juvenile justice population, methods of assembling data, time periods covered in the data, and availability of data items. Also, the various reporting mechanisms utilized by the states did not facilitate the rendering of adequate distinctions between a person placed once in an adult jail or lockup from those persons placed more than once during a reporting period. Given these limitations, particular caution should be exercised in the use of the data provided for purposes of generalizing to a larger population; references to individual state reports are preferable to relying on aggregated data (see Appendix A).

The structure of the report reflects the multiple information sources which were used to estimate jail removal costs and ramifications. The integrated findings and recommendations have been compiled through the use of the cost models on program operations, the 50 state surveys, and the actual experiences from the jurisdictions participating in the OJJDP Jail Removal Initiative. From these integrated sources of data will flow information on the effects of jail removal, conclusions, and recommendations for legislative and administrative action.

The following sections of the report include:

Chapter II--Cost Models

Chapter III--State Survey Results

Chapter IV--Removal Experiences

Chapter V--Potential Adverse Ramifications

Chapter VI--Summary, Conclusions and Recommendations

CHAPTER II: COST MODELS

INTRODUCTION

Background

This report presents detailed information on the costs of various alternatives to the placement of juveniles in jail. While the impetus for the report stemmed from an interest on the part of the U.S. Congress, the work has long been necessary. Cost analysis of the type presented here was conducted for the adult system in 1974-76 and in 1979.[1] The premise then, as now, was that reliable information on the costs of alternatives was a necessary component of the planning process for any criminal justice system innovation. The questions addressed on the adult side concerned standards compliance: what will it cost to implement offender programs which operate in accordance with standards? Here, the purpose is to provide information of a more baseline nature: what will it cost to place juveniles presently in jail in detention and other community settings? Since many states currently use jail placement for juveniles, the question is far from academic. At least two-thirds of the states have juveniles in jail and on a given day the population approaches 1,800;[2] annually, many times that number of juveniles are held in jail.

The currency of jail removal coupled with fiscal realities raise the need for reliable cost data beyond the realm of academic inquiry. Many states still jail juveniles but lack knowledge about the process of removal, the availability and the appropriateness of alternatives, and the expected costs of both individual alternatives and total removal. Other issues confront the states as well: obtaining accurate data on the numbers of juveniles in jail, their status and length of stay is itself a formidable

task; in addition, some system of classification is necessary to assure that removed juveniles receive the most appropriate alternative disposition. The 50-state survey revealed, appropriately, that few systematic procedures for assignment exist,[3] a knowledge gap which could prove costly as removal commences.

Cost Control Issues

It is to be expected that states or localities which have heretofore not addressed the problem of removing juveniles from jail will lack accurate population, classification and cost data. Population methodologies and classification schema are not within the scope of this report, but cost information is. The survey revealed estimates of widely differing magnitude for the costs of alternatives,[4] suggesting that these data too are elusive. Yet the planning process requires accurate cost information so that jurisdictions may appropriately allocate their scarce resources. "Per diem" figures or removal estimates from other states are insufficient for this purpose, since there is no way to evaluate such information and tailor it to a state or locality's own needs and preferences. For example, removal costs in one state may be predicated on extensive use of secure detention which would produce an inflated figure for a state planning to utilize less secure alternatives. Similarly, costs for alternatives may be based on insufficient knowledge of their content and, as such, are not useful planning figures. It is not uncommon to see estimates for alternatives prepared without knowledge of program content, client type, distribution of administrative and program staff, client tenure, and so forth. These estimates are unlikely to accurately represent the true costs of

alternatives' provision and may leave a jurisdiction with an unwieldly plan for jail removal. Too, lack of knowledge about program content may prompt a jurisidction to dismiss a viable, perhaps less costly alternative because of sufficient or incorrect information about what that alternative really provides.

The advantage of having reliable cost data before the process of removal actually commences permits a jurisdiction more latitude in planning. When the costs of alternatives are known, they can be measured against a budget constraint so that removal expenditures are minimized and there are few "surprises." Taken in the total planning context, they help assure that optimal solutions, from the perspectives of the juvenile, the system, the general public, and the taxpayer, will in fact be attained.

Purpose of the Report

This report has four purposes:

- to identify and describe alternative policy areas for the placement of currently jailed juveniles;
- to provide model cost data on these various alternatives;
- to illustrate the potential cost impact of different policy decisions;
- to provide planning information for states and localities to use in formulating their own removal plans.

Because the focus of this report is on costs of alternatives to jailing juveniles, all such options are evaluated and presented in terms of factors which affect costs. These factors include physical security arrangements, supervision levels, services offered, and client tenure.

Thus each option will be described in terms of its program content and the resource allocations necessary to carry out the program. As such, distinctions will be made on the basis of cost and generic type. The multiple of alternatives readily sort into a few areas typified by cost differentials.

The model cost information addresses these generic types and represents carefully derived data on how much these alternatives presently cost. It is intended for use by jurisdictions just entering the planning-removal process as well as those seeking to evaluate their own information against a more authoritative source. This information also permits assessment of potential cost impact since it is possible to apply hypothetical or planned population distributions to the various alternatives.

Finally, the report combines the information described above to provide jurisdictions planning information -- information to be used in the budget process, in determining relative shares of states and localities and in monitoring removal.

COST MODELS CONCEPT

Background

The techniques used in this report received their fullest national exposure during the mid-70's in a Law Enforcement Assistance Administration-sponsored study to evaluate the costs of compliance with the correctional standards of the National Advisory Commission on Criminal Justice Standards and Goals. The setting was similar to that now facing states with juveniles in jails. Policy was

being promulgated but the costs of achieving that policy were unknown. Yet then, as now, information on costs was seen as critical if the policy process was to be coherent, fiscally responsive, and manageable. And, the research issue was much the same: how to produce reliable cost and program information in an uncharted area.

The Standards and Goals project extended over two years and produced the most detailed cost data ever seen in corrections. The more modest timing and budget of the present report (three months of a six-month total project) has produced data that are similar in approach to the larger project but of lesser scope. The technology used here is one developed for the Standards and Goals project and most extensively applied with respect to community-based programs.[5] This sample budget methodology was used to derive comprehensive program and expenditure data for halfway house complying with NAC standards. The procedure involves analysis of the expenditures, staffing, and program operations of a selected sample of providers and standardizing the data to provide a "picture" of a prototypical operation. The sample budget methodology is a technique which yields accurate and complete programmatic and cost information for service-providing organizations. The program structures and budgets of actual organizations provide the foundation for the analysis. While no single organization may be capable of serving as a "model" provider, detailed examination and analysis of a collective of providers permits such information to be developed. Thus, accuracy and completeness are assured because ongoing programs provide the foundation of the analysis, yet do not constrain it.

This technique has been successfully applied in several actual research projects for both residential and nonresidential community programs, in addition to the Standards and Goals project.[6] Model structures have also been developed for the provision of diversion services whereby it was possible to estimate the cost of a complete service structure, although no single organization was so complete.[7] The technique has been applied to prisons and the cost of providing community correctional services[8] to estimate the cost of increased prison population,[9] and to develop construction and renovation costs for correctional institutions.[10] This methodology is particularly useful in a setting where a model for programmatic and cost structure is essential for policy decisions, but where individual providers offer partial or incomplete information. For jurisdictions developing alternative programs but unsure of their structure or fiscal impact, it offers the assurance of reliability based on the experiences of actual operating entities.

Methodology

The methodology used in this report follows that outlined above. Budgets for prototypical programs have been derived using actual experiences and data from existing operators. A sample of budgets for programs offering services to juveniles formed the basis of the analysis. Before prototypical budgets could be constructed, however, it was necessary to develop a typology for categorizing the various programs available to juveniles.

Typology. A major step in any analysis is determining its scope. This was especially true in the present effort because of the seemingly wide variety of programs operating on behalf of juveniles. A decisionmaker, confronting the removal of juveniles from jail (perhaps for the first time) might rightly feel overwhelmed by this variety. Lacking a systematic decisionmaking model, suboptimal choices and resource allocations might result. To clarify this issue and as a method of providing structure to the analysis, a typology was developed which encompasses the variety of alternatives available to juveniles but collects them in a manner suitable for policy decisions.

There are three policy choices available to decisionmakers faced with removing juveniles from jails: secure detention, community residential care, and community supervision. Within each policy choice area, the various alternative programs may be grouped. The first decision in the planning process (following collection of demographic data about the juveniles in jail) is thus one of policy: which of the three major areas represent how the jurisdiction will deal with its juveniles? Selecting alternatives within each area then becomes a relatively more simple matter

of availability, preference, relative cost, "fine-tuning" and so forth.

The three policy areas include the following program alternatives:

1. Secure detention

   secure juvenile facilities; secure holdover (state or locally operated); pre or postadjudication.

2. Community residential care

   group homes; shelter care; attention homes; group foster care (public or privately operated, pre or postadjudication).

3. Community supervision

   home detention commonly used with intensive supervision); probation; individualized foster care.

The primary characteristics that distinguish each of these three alternative policy areas are as follows: secure detention emphasizes a secure setting as a major feature; community residential programs emphasize a less secure placement, typically within a group living arrangement; community supervision emphasizes individualized care for a juvenile within his/her own home or a surrogate home (e.g., foster care). It should be stressed that the level of security is not necessarily the most important factor in making distinctions among these three areas. A home detention program with an intensive supervision component, for example, is often more restrictive than a group-home living situation. Similarly, while the typology also follows a highest-cost to lowest-cost scaling, a particular alternative in one policy area could conceivably be more costly than a particular alternative in another policy area. But the policy questions, on the other hand, most often follow these broader choices, that is:

1. Should the child be placed in a secure setting?
2. If the child can be placed in a less secure setting, should he/she be removed from the natural home?

From a cost perspective, secure detention offers the most costly alternative due to the facility requirements that are necessary. Community residential care will also include the cost of housing in order to provide services, whereas community supervision programs assume the housing is already in existence and, therefore, not a cost factor. Staffing, which is the second most significant cost factor after facility costs, will vary widely among as well as between the three alternatives delineated. Staffing is of necessity the most prominent cost factor for community supervision programs, but will be less in absolute magnitude than in a more closed setting. However, personnel costs will vary greatly between e.g., traditional probation programs and intensive supervision because of differences in caseloads. Personnel costs and other cost-influencing factors are discussed in greater depth within each of the cost model sections that follow later in this report.

Generally, however, this typology represents the basic policy choices available to jurisdictions removing juveniles from jail. Choices between, for example, group or attention homes fall within the policy area encompassing community residential care. Home detention and foster care are variants on a community supervision approach. Utilizing this typology delimits and clarifies the decisions which must be made as non-jail alternatives are evaluated.

Sample Selection. In this research effort (as in most research efforts), it was not possible to collect data from every juvenile program (element); accordingly, a sampling methodology was necessary. Sample selection procedures can be classified into four different types:

1. random selection, in which selection is made in such a way as to ensure that each element has an equal probability of being selected;
2. systematic selection, in which each element is selected;
3. cluster selection, in which a larger unit is selected which contains several of the elements -- for example selecting a particular school as the sample for studying student (national) attitudes; and
4. deliberate selection, in which elements are selected so as to ensure that they satisfy certain criteria and/or are representative of the population as a whole.

This fourth sample selection procedure was employed because two selection criteria had been identified as necessary or important qualifications for programs in the sample. These two selection criteria were:

1. that cost data, including expenditures or budget breakdowns, be available; and
2. that program data adequate to describe and distinguish seemingly similar programs be available.

In addition, experience determined that a representative sample was critical to the usefulness of the research effort. It was further determined that the sample should be representative in terms of:

1. size (program capacities in terms of maximum number of clients served);
2. type (state operated facilities, private agencies operating more than one facility, and private independent facilities);
3. services provided;
4. location (geographical region and size or jurisdiction)
5. types of clients served.

The optimal approach to assuring that a sample is representative is to assure that each aspect of a characteristic is associated with the same proportion of the sample as it is of the population. Such an approach is achieved through a process called stratification. This process assumes, however, that the relevant characteristics have been identified in the population, and that the proportions in which the different aspects of those characteristics occur in the population are known. Unfortunately, these proportions are not known for the population of juvenile service providers; the exact proportion in which these different aspects occur have never been identified.

A second best approach to constructing a representative sample is to estimate the proportions utilizing available data. This procedure was adopted. Therefore, the programs comprising this sample have been selected from known operations satisfying the cost data availability and program criteria, so as to provide a representative mix in terms of the five characteristics listed above.

Sample Description. The limited time frame of the analysis dictated the use of oversampling, since time did not permit field data collection

nor the return of detailed mail questionnaires. Providers were identified from various sources, including the American Correctional Association, Community Research Center, National Council on Crime and Delinquency, the 50-state survey, and individuals and organizations known to IEPS. More than one hundred and twenty agencies were contacted. Identification of community supervision programs was more problematic than for community residential care and secure detention; in large part, this stems from the fact that programs such as home detention are not as prevalent as the more traditional secure detention and group home type programs. In addition, cost data for community supervision programs, e.g., individualized foster care, is more fugitive. Such figures are commonly lumped in with Department of Social Services' budgets and are difficult to break out separately. Likewise, probation costs are often part of a larger statewide budget, which again presents problems in accurately identifying actual costs.

In terms of methodology used, about twice as many programs were initially contacted as eventually were used to construct the sample budgets. A telephone survey of operators with a mail followup requesting specifics was utilized. More than half of those contacted responded by sending budget/program materials. The sketchiest of this information was discarded. For those programs providing good baseline information as requested, follow-up calls were then made for clarification regarding the finer details. In additon, efforts were made to insure that each of the COG geographic regions was represented in the sample. Finally, staff site visits of each program type were conducted to assure that major cost and program components were not overlooked.

The final sample size used to develop the cost models varied by policy area. Twenty-seven secure detention facilities were included in the analysis; 31 community residential programs were used; and 12 programs representing community supervision were utilized. Because of the smaller sample size, cost data for community supervision programs is treated as suggestive, rather than definitive of the costs of the various options. Following is a list of agencies contributing to this report (see Table 1).

Table 1

CONTRIBUTING AGENCY PROVIDERS

I. Secure Detention (27)

Arrowhead Juvenile Center, Duluth, MN
Camden County Youth Center, NJ
Champaign County Detention Center, IL
Children's Farm, OR
Essex County Youth House, NJ
Flint Regional Detention Center, MI
Gloucester County Juvenile Detention Center, NJ
Henrico County Juvenile Detention Home, VA
Jackson Josephine County Child Care Center, OR
Juvenile Services Center, Fayetteville, NC
Key Program Region I, MA
Key Program Region II, MA
Key Program Region III, MA
Key Program Region IV, MA
Lafayette Juvenile Detention Home, LA
Marietta Regional Youth Development Center, GA
Middlesex County Youth Center, NJ
Montgomery County Youth Center, PA
Old Colony YMCA, MA
Parrott Creek Ranch, OR
Receiving Home, DC
St. Mary's Home for Boys, OR
Taunton Youth Services, MA
Tulsa County Secure Detention, OK
Westfield Detention Center, MA
Worcester Short-Term Treatment, MA

II. Community Residential Care (31)

A. Shelter Care (13)

Caithness Shelter Home, Montgomery County, MD
Halifax - Greater Boston YMCA, MA
Johnny Gray Jones Youth Shelter, Boisser City, LA
Muncaster House, Montgomery County, MD
Northeast Family Institute, MA
Old Colony YMCA, MA
Residential Intervention Center, YMCA, Canton, OH
Sherman House, San Francisco, CA
Somerset Home, NJ
Wayne County Shelter Homes, MI
Wrenn House, Raleigh, NC
Youth Advocates, Nine Grove Lane, Marin County, CA
Youth Care - Act Together Shelter, Greensboro, NC

Table 1 (continued)

B. Group Homes (18)

Academy Hall, MI
Ambrose House, MA
Boystown, NE
Concept 7 Inc., San Bernadino, CA
Eastlea Home, NJ
Haven House (boys), NC
Haven House (girls), NC
Key Program - Rhode Island Home, MA
Lake House, VA
Mid-Valley Adolescent Treatment Center, OR
Next Door, Inc., OR
Parmenter House, MI
Renaissance Home, NJ
Rockville Boys Home, MD
Seneca Creek, MD
Transitional House, WI
Webster House, NH
Woodlea Home, NJ

III. Community Supervision Programs (12)

Augusta Home Detention, GA
Contra Costa County Home Supervision, CA
Hennepin County Home Detention Program, MN
Homebuilders Mental Health, WA
Homebuilders II: Status Offenders, WA
Key Program Region II, MA
Key Program Region III, MA
Key Program Region VII, MA
"Making It," Salem, OR
San Diego Family Care Resource Center, CA
Youth Care, Inc., Guilford County, NC
Youth Services Alternative Program, DC

Analysis

The analysis of the programs in the sample involved the following generic steps:

1. Listing and evaluating data supplied by the programs;
2. Categorizing expenditure and budget data into a standard line item format;
3. Selecting a standard budget year;
4. Selecting client and program data to be used in the analysis;
5. Determining the format in which data would be presented;
6. Identifying areas of cost variation.

Expenditures/Budgets. Few programs follow the same budget format, so a necessary step involved establishing a single budget format into which all items could be entered. Table 2, Sample Budget Line Items, illustrates this format. Each program's data were organized into the major categories appearing in this table. Community service programs, however, include fewer expenditure categories and an abbreviated version was employed; the format was utilized as shown for secure detention facilities and community residential care. The budgets appearing in each policy choice section is displayed by major line item. Table 2 is intended to illustrate the various elements that are included in these major categories.

Client and program data were also collected, both for use in the analysis and to derive a sense of how the various programs function. Table 3, Client and Program Characteristics, displays the generic client and program data which was collected for the sample.

The budget information most frequently used by the programs in the sample was FY 1981-82 (July 1, 1981 - June 30, 1982). All other data were standardized to that period using the Department of Commerce price deflator for state and local government purchases of goods and services.

Table 2

SAMPLE BUDGET LINE ITEMS

A. Personnel: Administrative/Support

1. Director/Assistant Director
2. Clerical/Bookkeeping
3. Maintenance/Janitorial
4. Cook

B. Personnel: Treatment

1. Director of Treatment Services
2. Social Workers
3. Psychologist
4. Child Car Workers/Youth Supervisors
5. Paraprofessional
6. Recreation/Education
7. Nurse
8. Houseparents; Relief
9. Shift Supervisors

C. Fringe Benefits

1. Payroll Taxes (FICA, Unemployment)
2. Hospitalization Insurance
3. Employee Leave

D. Contractual

1. Treatment Services
2. Temporary Housing
3. Housekeeping/Janitorial
4. Food Services
5. Accounting
6. Legal
7. Professional Fees

E. Transportation

1. Staff Travel
2. Client Travel
3. Auto Insurance and Maintenance
4. Vehicle Lease (rental)

F. Supplies

1. Office Supplies
2. Housekeeping/Janitorial
3. Equipment Less Than $100
4. Clothing/Linens
5. Personal Effects/Hygiene
6. Food
7. Medical
8. Recreation/Education

Table 2 (continued)

G. General Operating Costs

1. Communications
2. Telephone
3. Postage
4. Duplicating and Printing
5. Subscriptions, Publications and Membership
6. Staff Development
7. Client Allowance
8. Other Program Costs, i.e., Recreation
9. Professional Liability Insurance

H. Facility Operating Costs

1. Rent/Mortgage
2. Utilities
3. Maintenance and Repair
4. Depreciation
5. Equipment Rental
6. Equipment Maintenance and Repair
7. Insurance
8. Insurance (Unspecified)
9. Property Taxes

I. Indirect Charges (Overhead)

J. Capital Costs: Facility

1. Renovation
2. New Construction

K. Capital Costs: Equipment

1. Vehicles
2. Office Equipment
3. Household Furnishings

Table 3

CLIENT AND PROGRAM CHARACTERISTICS

A. Client Data

1. Daily Capacity
2. Annual Admissions
3. ADP
4. Average Length of Stay
5. Pre/Post/Mix
6. Delinquent/Status/Dependent, Neglect
7. Sex
8. Referral Source

B. Staffing Data

1. Number Administrative/Support
2. Number Treatment
3. Number Part-time

C. Programs/Services

1. Education
2. Recreation
3. Medical
4. Counseling (Individual/Group)
5. Employment
6. Client Assistance ($)
7. Drug/Substance Abuse
8. Crisis Intervention
9. Out-Client Services
10. Temporary Housing

D. Other Relevant Data

1. Auspices (Public/Private)
2. State/Local

Expenditure data are preferable to budget data in an analysis of this kind, because the former represent what actually happened fiscally, while the latter are estimates. Most adjustments take place within budget categories, however; the total budgeted usually equals the total expended at fiscal year's end. In addition, the lag on expenditure reports often dictates the use of budget data in a project of short duration. Both expenditure and budget data were used in the analysis.

Since expenditure and budget data were collected for programs of varying size, a constant was introduced: client capacity. It would be misleading to combine budgets of programs of varying capacities since larger programs of course cost more than similar smaller ones. Standardizing by client capacity (number of beds, or number of "slots" in community services) avoids this problem. Capacity rather than average daily population was selected because:

1. Most programs were operating fairly close to capacity;
2. A budget ordinarily reflects a capacity workload because of the lag between planning and operation.
3. Very few costs vary with population levels: staff, facility, and utility charges are fixed; only food, minor supplies and a few other items would vary and the fixed charges are the highest proportion of total budget.
4. Using population rather than capacity data will tend to overstate the client cost and provide jurisdictions a distorted view of what such a program should cost them.

Finally, the data were analyzed to determine the presentations which would provide the most information to jurisdictions contemplating implementation of programs such as these. A median, average high and average low annual client cost is presented for secure detention facilities and community residential programs. An overall range is presented for community supervision programs.

Cost variation. There are four major sources of cost variation in the programs analyzed in this report.[11] They are:

1. Differences in services provided;
2. Interregional cost differentials;
3. Availability of resources;
4. Program scale.

The most important source of cost variation is in services provided. Basically, the more services and specialized client attention provided by a program, the higher its client costs. This cost variation was particularly evident for community residential care and community supervision programs. For the former, treatment modalities which call for intensive counseling education and other serives accounted for the difference; in the latter, it was the intensity of supervision and client oversight, rather than a modality of treatment.

Interregional cost differences constitute another source of variation. Interregional refers not only to geographical areas but to differences among

states, cities (small vs. large) and sections of cities and ontlying areas (cities vs. suburbs vs. rural). The two significant items affected by interregional differences are personnel and facility costs. Although every cost area can be expected to exhibit variation, these two account for the highest proportion of program expenditures. Table 4, Comparative Salary Ranges by Occupation and State, illustrates salaries for positions comparable in function to those of the programs in the three policy areas. (The complete listing appears as Appendix I1.) Table 5, Building Cost Index, shows the index for construction costs. (Appendix I2 contains the complete index.) Overall, higher resource costs apply in larger cities and in the states located on either coast.

Availability of resources also affects program costs. There are three types of resources: public, private and non-financial. Public financial resources include federal, state and local funds. Private financial resources include those from private agencies and individuals, foundations, and client payments for room and board. Non-finanacial resources comprise free or reduced-cost goods and services such as rent reduction, volunteers, medical and legal services and the like. Ordinarily, programs with strong public financial resources will tend to have larger capacities, and more and better-paid personnel than those dependent on private and non-financial resources.

Finally, program scale may create still another source of cost variation. Programs such as those discussed in this report may operate at a level which is socially but not economically optimal. A facility, for example, may be capable of housing fifty juveniles but the socially desired capacity is

Table 4

COMPARATIVE SALARY RANGES BY OCCUPATION
(August 1, 1980)

OCCUPATION	SALARY RANGE (mean min - mean max)
Correctional Officer	$11,918 - 15,788
Correctional Superintendent	27,327 - 36,384
Employment Counselor	13,898 - 18,805
Clinical Psychologist	20,097 - 27-229
Registered Nurse	12,830 - 17,245
Social Service Worker	12,039 - 16,190
Graduate Social Worker	14,295 - 19,237
Social Service Supervisor	15,907 - 21,749
Probation and Parole Officer	13,326 - 17,992
Senior Probation and Parole Officer	16,927 - 23,031

Source: U.S. Office of Personnel Management, Office of Intergovernmental Personnel Programs, State Salary Survey, August 1, 1980 (Washington, DC: Government Printing Office, 1980).

Table 5

BUILDING COST INDEX
(March 1981)

CITY	% OF NYC	CITY	% OF NYC
Albany, NY	84	Manchester, NH	79
Albuquerque, NM	81	Memphis, TN	84
Atlanta, GA	77	Miami, FL	78
Baltimore, MD	82	Milwaukee, WI	93
Billings, MT	85	Minneapolis, MN	93
Birmingham, AL	82	New Orleans, LA	82
Bismark, ND	81	New York, NY	100
Boise, ID	81	Norfolk, VA	72
Boston, MA	89	Omaha, NE	89
Burlington, VT	80	Orlando, FL	81
Charleston, WV	87	Peoria, IL	87
Cheyenne, WY	89	Philadelphia, PA	92
Chicago, IL	92	Phoenix, AZ	87
Cincinnati, OH	93	Pierre, SD	76
Cleveland, OH	101	Pittsburgh, PA	92
Columbia, SC	71	Porland, ME	75
Dallas, TX	87	Portland, OR	99
Denver, CO	92	Providence, RI	83
Des Moines, IA	86	Raleigh, NC	69
Detroit, MI	104	Richmond, VA	76
Greensboro, NC	69	Sacramento, CA	106
Harrisburg, PA	82	St. Louis, MO	91
Hartford, CT	83	Salt Lake City, UT	81
Honolulu, HI	95	San Antonio, TX	83
Houston, TX	88	San Diego, CA	103
Indianapolis, IN	88	San Francisco, CA	111
Jackson, MS	73	Savannah, GA	73
Jacksonville, FL	82	Seattle, WA	94
Kansas City, MO	89	Springfield, MA	81
Knoxville, TN	74	Tallahassee, FL	72
Lansing, MI	86	Topeka, KS	83
Las Vegas, NV	94	Trenton, NJ	86
Little Rock, AR	77	Tulsa, OK	82
Los Angeles, CA	101	Washington, DC	85
Madison, WI	84	Wilmington, DE	82

SOURCE: Dodge Building Cost Calculator & Valuation Guide

twenty. This same facility will require an executive director for administration; this director might be capable of overseeing a staff of thirty but due to constraints on client population may only supervise ten or fifteen. In the language of the economist, these factors (or resources) are indivisible (unlike food or other consumables which can vary according to actual client population). Thus they must be purchased as a "unit" regardless of client population.[12] Where program capacity results in underutilization of these indivisible factors, client costs will be higher than in programs where these factors are "fully" utilized.

Standards

It was not the purpose of this report to assess programs' compliance with standards nor to recommend a particular set of standards. Nevertheless, standards represent a useful benchmark for jurisdictions unfamiliar with the structure of alternatives to jail incarceration for juveniles. Many sets of standards provide detailed recommendations on program size, staff, training, service provision, placement and so forth. Reference to standards may also assist jurisdictions in distributing juveniles across the three policy areas, since standards provide commentary on such issues as least restrictive placement and proximity to client's own community. Standards may help avoid the difficulty of implementing programs which may not withstand future court action.

Although there are many sets of standards for juvenile justice professionals to reference, these standards are remarkably consistent in their recommendations. Differences in degree and tone of course are present, and standards promulgated later tend to exhibit more specificity and

reflect more current trends. The standards of the American Correctional Association, for example, are very specific with regard to policies and procedures, recordkeeping, medical services and community involvement, while the earlier - promulgated standards of the Institute for Judicial Administration/American Bar Association provide more general standards with detailed legal commentary.

As a reference for jurisdictions preparing to implement alternatives to jail, the sections addressing the three policy areas -- secure detention facilities, community residential programs and community supervision -- contain a comparative analysis of the recommendations of four sets of Juvenile Justice Standards. The sponsoring organizations are:

- Commission on Accreditation for Corrections (CAC), 1979
- National Advisory Committee Task Force on Criminal Justice Standards and Goals (NAC/TASK FORCE), 1976
- Institute for Judicial Administration/American Bar Association (IJA/ABA), 1977
- National Advisory Committee for Juvenile Justice (NACJJ), 1980
- National Advisory Commission on Criminal Justice Standards and Goals (NAC/CJSG), 1973

Because not all sets of standards address each policy choice area nor the alternatives within them, only the applicable standards' sets are illustrated for each option. The analysis is limited to the broadest program areas: facility characteristics, staff and administration, population served, programs, and auspices. As such, it is not intended to be definitive but rather to suggest guidelines for program implementation.

Cost Models

The next sections present models for the three policy areas discussed above: Secure Detention Facilities, Community Residential Care, and Community Supervision. Each section describes the characteristics of the programs within each policy area and presents cost models derived from the sample.

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Footnotes

1. See the series: Cost Analysis of Correctional Standards:
   Alternatives to Arrest, by Susan Weisberg, 1975
   Community Supervision, Probation, Restitution, Community Service, by Donald J. Thalheimer, 1978
   Halfway Houses, by Donald J. Thalheimer, 1975
   Institutional-Based Programs and Parole, by Neil M. Singer and Virginia B. Wright, 1976
   Pretrial Diversion, by Ann B. Watkins, 1975
   Pretrial Programs, by Susan Weisberg, 1978
   (Washington, DC: U.S. Government Printing Office); and, Gail S. Funke and Billy L. Wayson, The Costs of Correctional Change, unpublished manuscript prepared for the National Institute of Justice, 1979.

2. Data from 50-state survey distributed by National Criminal Justice Association on

3. Ibid.

4. Ibid.

5. Thalheimer, Cost Analysis of Correctional Standards: Halfway Houses, op. cit.

6. Ibid.

7. Watkins, Cost Analysis of Correctional Standards: Pretrial Diversion, op. cit.

8. Abbe Vilinsky, Gail S. Funke and Billy L. Wayson, Cost-Effectiveness Analysis of Community Corrections in Connecticut (Alexandria, VA: Institute for Economic and Policy Studies, 1980).

9. Gregory P. Falkin, Gail S. Funke and Billy L. Wayson, Revising Connecticut's Sentencing Laws: An Impact Assessment (Alexandria, VA: Institute for Economic and Policy Studies, 1981).

10. Billy L. Wayson, Gregory P. Falkin and Maria-Teresa Cruz, Users Manual for Estimating Standards Compliance Costs (Washington, DC: U.S. Government Printing Office, 1981).

11. Similar results obtained in Thalheimer, Cost Analysis of Correctional Standards: Halfway Houses, op. cit.

12. Some multi-program agencies compensate for this by "spreading" their administrative support across three or four programs. This option is not available to a single program.

POLICY CHOICE I. SECURE DETENTION

Unlike most other alternatives to confining juveniles in adult jails, the primary goal of detention is to temporarily hold persons in a secure setting pending adjudication or placement in a treatment-oriented program. Consequently, services are directed toward basic physical needs (housing, medical care), maintenance of the educational process, constructive use of leisure time (recreation, arts and crafts, housekeeping) and, sometimes, diagnostics for the juvenile court. More intensive services, such as psychological or psychiatric care, vocational testing, learning impairments, etc., typically are provided under contract with other providers. Secure detention, then, is more like a temporary stopover in the journey from referral to final disposition, either because of the client's presumed threat to self and others or because return to the home would be detrimental.

This limited goal of detention does not imply, however, an absence of an officially sanctioned social structure. For example, positive peer culture, token economy, therapeutic community or other modality may be used depending on the training, background and inclination of facility managers. These approaches do not have an identifiable effect on costs but, rather, define acceptable modes of staff-client and client-client interaction. While there may be some therapeutic benefits, their intent is to provide a framework for managing the facility.

This overview of secure juvenile detention can be more fully described by examining the various standards which have been developed.

Table SD1

COMPARATIVE ANALYSIS OF STANDARDS FOR SECURE DETENTION

Characteristics	NACJJ (1980)	IJA/ABA (1977)	CAC (1979)	NAC/CJSG (1973)
Auspices				
• Statewide	(4.11)	(2.1)		
• Locally-based				N/A
• Not Specified			(8001)	
Facility				
• Size	20 beds (4.261)	20 beds (7.11)	20 beds (8151)	30 beds (8.3)
• Located in Residents' Community	(4.261)	(3.1)	(8187)	(8.3)
• Single Rooms	(4.261)	N/A (privacy)	(8156)*	(8.3)
• Separate from Adult Facility	(4.20)	N/A	(8148)	(16.9)
Population				
• Delinquents Only	(4.26)	(1.1)	(8005)	(16.9)
• Temporary Placement	(4.26)	N/A	N/A	(8.2)
• Coeducational	(4.261)	(7.3)	(8154)	(8.3)
Staffing & Administration				
• Staff/Youth Ratio	1:2 (4.262)	1:4 (7.11)	1:1 (8281)	N/A
• Citizen Boards	N/A	N/A	(8043, 8050)	(8.3)
• Annual Training	N/A	80 hrs (3.3)	40 hrs (8104)	40 hrs (14.11)
• First Year Training	N/A	48 hrs (3.3)	40 hrs (8103)	100 hrs (14.11/19.10)
• Volunteers	(4.2121)	(3.6	(8405)	(8.4)

* Limits dormitory

Table SD1(continued)

Characteristics	NACJJ	IJA/ABA	CAC	NAC/CJSG
Programs and Services				
Intake				
• Court Decision	(4.26)	(1.1)	N/A	(8.1)
• Medical Exam	(4.263)	N/A	(8231)	(2.6)
• Needs Assessment	(4.263)	(4.11)	N/A	N/A
Programs				
• Contract Services	(4.263)	(4.13)	(8362)	(8.3)
• Education	(4.262, 4.263)	(7.11)	(8349)	(8.3)
• Recreation	(4.263)	(4.13)	(8349)	(8.3)
• Mental Health	(4.263)	(7.6)	(8242)	(2.6)
• Medical Care	(4.263)	(7.6)	(8218-8258)	(2.6)
• Employment/Vocational	N/A	(7.11)	(8366-8368)	N/A

A numerical entry indicates the standard which supports the characteristic. An entry of N/A indicates that a clear reference to this item was not evident.

Standards

Table SD1 presents a comparative analysis of standards applicable to selected areas for secure detention facilities. Temporary placement is specifically suggested by only two sets of standards, although all recommend careful deliberation in the overall placement decision, suggesting the use of the least restrictive setting. Facility size is generally recommended at 20 juveniles with only the NAC/CJSG Standards recommending a slightly higher population. All the standards recommend that facilities be local in nature and emphasize client privacy through single rooms or very small dormitory settings (maximum: 5 persons). Three sets of standards recommend a separate facility for juveniles. The facilities are recommended only for delinquent youth and should be coeducational.

Staffing ratios vary both in level and content but all are small. The CAC Standards, for example, recommend a 1:4 ratio for youth service personnel but a ratio of 1:1 for juveniles and all staff (essentially suggesting a staff complement of 20 persons). Most of the standards recommend pre-service, first-year, and annual training for staff, of no less than 40 hours for each component.

Citizen involvement through boards, advisory groups, and volunteer efforts, is generally recommended. The tone of most standards here is toward a facility which is well-integrated with the community in which it is located.

There is mixed guidance from the standards on intake processes. The vesting of the placement function varies, as does the call for medical examinations and client needs assessment. One must deduce this information rather than finding it in the black letter standards.

Programs are well addressed by all the standards. Nearly all are explicit with regard to the provision of education, recreation, mental health and medical care and vocational training. Contracting out for services is encouraged as an alternative method of provision.

Finally, there is mention in the standards of program auspice. Several sets of standards argue for a state-managed juvenile justice system, including the NACJJ, NAC/CJSG and the IJA/ABA. The CAC specifies procedures and policy, rather than organizational mode. The NAC/Task Force advocates a statewide system of detention facilities, while the development of specific standards is left to the individual states. However, the Task Force prohibits the use of jails for juvenile detention.

A general conclusion from these various standards is that juvenile detention should be a state-operated program with security provided by both physical plant and intensive staffing. The 20 male and female delinquents require temporary placement pending final disposition and maintenance of educational progress. Citizen advisory groups, volunteers, physical location and contracted services suggest close and strong ties with the larger community.

Sample Description

While the purpose of this report is to estimate the costs of a "typical" secure detention facility (not a program meeting national guidelines), the standards described above provide a basis for comparing the sample used to estimate costs. This section will describe the sample in terms of auspices, bed capacity, population served, etc. Then, cost data supplied by 27 programs will be presented in the form of Sample Budgets with a discussion of factors which seem to explain cost variation.

The accompanying table shows the geographic, organizational and size distributions of the 27 cases included in the sample. The smallest facility (8 beds) was located in Massachusetts and the largest in New Jersey (99); median size was 21. Within this distribution, however, the secure detention facilities tended to cluster around those categories shown in the Table SD3.

Table SD2

SECURE DETENTION SAMPLE BY REGION AND AUSPICES

State	Sample Size (n = 27)			Capacity
	State	Local	Private	
Northeast:				
Massachusetts	0	0	8	8-22 beds
New Jersey	0	4	0	10-99 beds
Pennsylvania	0	1	0	36
South:				
District of Columbia	0	1	0	40
Virginia	0	1	0	20
North Carolina	1 (12 cos.)	0	0	18
Georgia	1 (3 cos.)	0	0	42
Louisiana	0	1	0	25
Oklahoma	0	1	0	29
North Central:				
Michigan	1 (9 cos.)	0	0	68
Illinois	0	1	0	10
Minnesota	0	1	0	20
West:				
Oregon	0	0	5	13-57
TOTAL	3	11	13	

Thirteen programs were operated by private, non-profit organizations; eleven, by local governments; and three, by states. Privately operated

programs on average tended to be smaller (mean capacity 19.6 beds) than public programs (mean capacity 34.5 beds), but there was discernible regional variation in this pattern. Private programs in Oregon were comparable (31 beds) to those operated by governments in the South (29 beds) and North central (33 beds) United States, but non-profits in Massachusetts were only one-third as large as publically run programs elsewhere in the Northeast. While the data are insufficient to draw firm conclusions, they do suggest that who runs the facility may be one determinant of scale. (Twelve of the 35 jurisdictions in the 50-state survey reported mean secure detention capacities of 23.8 beds with a range of 8 to 170.)

Private programs, also, on average employed fewer people (25.6) than government run facilities (39.9). Since this may be a function of size, staff per bed was used as a proxy for staff/client ratios to hold capacity constant. However, private programs showed 1.23 staff per bed as compared with 1.13. This suggests that, although public programs have a larger capacity, their staff complements are not larger by a similar proportion. This may be due to scale economies or less intensive service provision. As discussed later, this lesser staff-bed ratio is not translated into lower costs, because average salaries are higher in the public sector programs in this sample.

Individual cases tended to fall into three size categories: less than 15 beds, 15-25 beds and over 25 beds. Smaller public and private facilities had about 11 beds, 13 staff and cost $22,900 annually per bed. Medium sized programs cost about $24,500 for each of their 20 beds operated with 25 staff. About 52 staff were employed by larger facilities with 47 beds.

Table SD3

CHARACTERISTICS OF SAMPLE BY FACILITY CATEGORY

Characteristic	Less Than 15 Beds	15 to 25 Beds	Over 25 Beds	Total
Auspices				
Public	2	4	8	14
Private	5	5	3	13
Total	7	9	11	27
Mean Number Fulltime Staff	13.0	24.9	51.9	32.8
Mean Number Beds	11.1	19.7	47.3	28.7
Mean Staff per Bed	1.17	1.26	1.10	
Mean Cost per Bed	$22,910	$24,492	$27,974	$25,501
Difference from Sample Mean	-10.2%	-3.9%	+9.7%	N/A

at a cost of $28,000 annually. The significance of these data is that per bed cost varies, at a maximum, plus or minus ten percent from the sample mean, regardless of scale.

Client Population

Standards setting groups have recommended that secure detention be limited to delinquents prior to final disposition by the juvenile court. This may include those at the pre-adjudication step and those awaiting placement in a residential or nonresidential treatment program. The sample used for this analysis in general meets these criteria and exceptions were included only after a review of budgets and program descriptions showed that they were comparable. One would assume, for example, that post-adjudication programs have more staff to carry out treatment goals. In fact, the five, private facilities serving only adjudicated clients not only were very similar programmatically to those housing only a detention population but also were less costly per bed and had fewer staff per client. This is probably because, regardless of mission, there is a substantial fixed cost (staff and capital) of operating a secure facility: twenty-four hour operation; security through staffing rather than physical plant; and diagnostic and education services even for temporary detainees. The principle difference, therefore, is length of stay (i.e., cost per client intervention), not types or number of staff. Twenty programs served persons prior to final disposition; two, both pre and post; and five, only following court action for delinquency. Seventeen of the 20 pre-adjudication programs housed only delinquents; three included some status offenders.

Sample Budgets

The twenty-seven secure detention facilities were subdivided into those below and those above the median total cost per bed, since capacity,

geographic location and auspices did not consistently relate to cost variations. The accompanying table shows that these two subsamples on average were comparable in terms of size, annual admissions and auspices, but their cost differences are accounted for by variations in number of staff (25.2 vs. 41.6 positions) and salary levels which probably represent regional practices and organizational structure. For example, five of the 13 lower cost programs were located in southern states, and four of the six, low cost, Northeastern facilities were part of a private multi-service agency which not only had relatively low salaries but also spread its overhead costs across several programs.

While public and private programs below the median cost about the same per bed ($17,058 and $17,072, respectively), the private ones were ten percent less costly in the high category. Again, staffing level explains these differences: staff/bed ratios are about the same for low cost programs, regardless of auspices, but public programs above the median have 1.54 staff per bed compared to 1.26 for private facilities. Even though programs above the median are about evenly distributed between public (6) and private (7), staffing configurations in the former account for higher costs. It is impossible, however, to determine if this reflects differences in efficiency, quality of service or both. (The cost difference is understated, because overhead or central office charges, facility usage costs and utilities expenses were not reported by some public agencies but were included for all private ones.)

The sample budgets which follow each include programs of varying size from all geographic regions operating under public and private auspices,

Table SD4

CHARACTERISTICS OF FACILITIES BY COST LEVEL

	Below Median Bed Cost	Above Median Bed Cost
Scale:		
Total Beds	388	374
Mean Number Beds	29.8	28.8
Volume:		
Annual Admissions	6,160[a]	6,805[b]
Mean Number Admissions	560	567
Turnover	17 times	20 times
Auspices:		
Public	8	6
Private	5	7
Mean Cost/Bed:		
Public	$17,058	$35,741
Private	17,072	32,328
All Facilities [d]	17,718	33,194
Staffing:		
Mean Number Fulltime	25.2	41.6
Fulltime Staff/Bed	.85	1.4
Mean Number Part-time	5.9	8.6
Part-time Staff/Bed[c]	.21	.30

a/ Missing admissions data reduced sample size to eleven.
b/ Missing admissions data reduced sample size to twelve.
c/ Includes only programs (20) reporting part-time staff.
d/ Estimated from sample budgets and will not equal the weighted mean of public and private programs.

serving various numbers of juveniles annually. A typical facility in each subsample has 30 beds, houses and feeds about 560 juveniles annually and provides some type of educational service, extensive recreation, counseling (frequently involving the family), and health care as needed.

Construction of Sample Budgets. Twenty-seven facilities provided at least budget or expenditure data for major budget categories of "Personnel" and "Operating." Documents with more line item detail enabled a subcategorization into, for example, "Contractual," "Transportation," etc., as these were defined in the Introduction. These detailed cases then were used to derive the mean proportion of costs allocated to subcategories, and these percentages were used to distribute mean personnel and operating costs into Sample Budget subcategories. Therefore, the category subtotals in Table 5 are means for 13 high and 13 low cost programs, but the subcategory amounts are estimated from only valid cases.

Personnel Costs. Administrative salaries accounted for about the same proportion of personnel costs in both the low (18 percent) and high (17 percent) programs, as might be expected because facilities are about equal in size. However, while salaries for treatment staff are, also, a similar proportion, an examination of available data from nine low and eight high cost programs showed almost three times more staff of this type with average salaries about 16 percent higher. Consequently, 65 percent of the difference in total costs is accounted for by the number and salaries of staff engaged in treatment activities. It could not be determined from program descriptions how services provided in these higher cost programs differed from lower cost ones. In part, this is due to an ambiguity of

Table SD5

SAMPLE BUDGETS FOR LOW AND HIGH COST PROGRAMS

	Low Average			High Average		
	Mean Cost	Category Percent	Total Percent	Mean Cost	Category Percent	Total Percent
PERSONNEL						
Administration	$ 74,300	18	14	$133,300	17	14
Treatment	268,500	65	51	548,800	70	57
Fringe Benefits	70,200	17	14	101,900	13	11
Subtotal	$413,000	100	79	$784,000	100	82
OPERATING						
Contractual	$ 11,500	10	3	$ 20,600	12	2
Transportation	8,000	7	1	15,500	9	1
Supplies	43,700	38	9	67,100	39	7
General Operating	10,400	9	2	24,100	14	3
Capital Operating	41,400	36	7	44,700	26	5
Subtotal	$115,000	100	22	$172,000	100	18
TOTAL, PERSONNEL & OPERATING	$528,000		100	$956,000		100
AVERAGE NUMBER OF BEDS	29.8			28.8		
COST PER BED	$17,718			$33,194		

treatment technologies. For example, a so-called "education" service in one facility may employ general teachers aides to prepare juveniles for GED; whereas, another many also include master teachers specializing in learning disabilities. Similar variations in counseling, recreation, mental health care, and other treatment technologies make it difficult to associate cost differences with differences in services. The use of various technologies may be a function of public policy, resource availability, regional practices, organizational goals and/or staff values.

Operating Costs. Higher cost programs tended to allocate more dollars per bed for contractual services, transportation, supplies and general operating expenses. The largest proportion of contractual costs in both cases was for psychological, medical, foster care, education and similar services which can be construed as "treatment." Transportation costs of $268 and $538 per bed were not related to whether or not the facility served one or several counties, and the largest expense items were for leasing and operation of motor vehicles. Food constituted, by far, the largest proportion of the supplies subcategory, with the balance being used for office, housekeeping, clothing, medical and recreation items. High cost programs spent almost 2½ times more than low ones for telephone, postage, printing, insurance and other items for general operations.

Capital operating costs included rent, utilities, building repair, equipment rental and maintenance, property taxes, occupancy insurance and other annual charges directly related to physical capital. Although both sets of programs had a similar cost per bed ($1,376 and $1,552), the estimate is understated for low cost facilities because eight of the thir-

teen were publicly-operated and did not include a facility usage charge. Therefore, comparisions of this line item should be used with extreme caution, but its small proportion of total expenditures (7 and 5 percent) will not significantly distort either the grand total or operating cost subtotal.

Capital Construction Costs

Data collected for this analysis was insufficient to reach any conclusions regarding the cost of constructing secure detention facilities. However, some general comments on the elements of these costs and information from a few cases provide guidelines to those considering this alternative to jail confinement.

Cost Elements. Construction costs frequently are presented on a per bed basis without an explanation of what is included, services to be provided within the facility or geographic location. Some of the factors which must be considered when estimating total costs of a project are:[1]

- Security level
- Program space needs
- Geographic location
- Site work required
- Land acquisition
- Architectural fees
- Type of materials and construction
- Finance charges
- Bidding costs
- Project administration costs
- Inflation
- Total square footage

Cost estimates may be different if any of these factors vary. For example, juvenile facilities typically have more program space per resident than adult institutions, and this type of space is less expensive than housing.

Cost Examples. A review of secure detention projects in New York City, Massachusetts, Tennessee, Georgia, Maryland, Michigan, Pennsylvania and Washington, D.C., revealed that anticipated length of stay and total capacity seemed to determine gross square footage (GSF) per resident, which ranged between 660 and 1,000.[2] Juveniles confined for longer periods increase the space needs for education, counseling and recreation (other than a gymnasium). In larger facilities, certain spaces, like gymnasia, are of a relatively standard size and can be distributed across more beds to lower square feet per resident. Housing units (including rooms and assembling areas) ranged between 250 and 320 GSF per bed or 25-32 percent of total building area. (In adult detention facilities, housing is about 50 percent of total area.)

Detention facilities planned in Michigan, New York and Massachusetts provide illustrative (but not definitive) information on costs. Two projects in one state include about 833 GSF for each of the 12 residents at a cost of $80 or $66,640 per bed, including professional fees, site preparation, furnishings, construction costs and administration charges. Two of the states use $110 per square foot to derive planning estimates. While these examples are few, they indicate the order of magnitude ($80-$110) in costs per bed without finance charges. Actual will vary from estimated costs on the basis of geographic region, land, program space and the other factors mentioned above.

Alternative to New Construction: Secure Holdover. Given the cost of building a special purpose facility, some states have used secure holdover as an alternative in rural or sparsely populated areas. "A secure holdover facility is designed to provide immediate access to secure facilities in areas which cannot support an institutionally-sized secure detention facility."[3] New York, Maryland, and Michigan utilize secure holdovers and although they differ structurally from state to state, the basic intent of the programs remain the same.

The secure holdover provides short-term secure supervision to a small number of juveniles awaiting court appearance or transfer to other juvenile facilities. Holdovers usually restrict the length of stay to less than 72 hours and capacity to three beds or less. Holdovers can be located in public buildings such as hospitals or courthouses where temporary bed space has been made available. A secure holdover can also be developed by renovating an existing building to provide the necessary services. Supervision can be provided by full-time professional staff on a 24-hour basis or by paid volunteers such as off-duty police officers or social workers who are on-call and are utilized only when a youth is in need of detention. The short length of stay negates the need for any structured programs other than minimal recreation and food services.

The secure holdover is a viable option for areas where transportation to a secure detention facility is a major obstacle. New York encourages the development of holdovers when the court is located more than 1½ hours from a major secure detention facility.[4] The holdover can reduce the number of trips to a distant secure detention facility by holding the youth until his first court appearance which is usually within 72 hours. Transportation to a distant or out-of-county facility is only necessary when

it is estimated the youth will remain in detention more than three days. Secure holdovers also provide a management mechanism to relieve the need for immediate transportation of juveniles when personnel may not be available for such duties. It allows for the development of transportation schedules to effectively utilize limited staff and resources.

Cost for secure holdovers vary along organizational variables, but similar to other juvenile alternatives, staffing is the major expense. If 24-hour staff are employed, the cost of the program will be higher than if on-call paid volunteers are utilized. Michigan estimates the cost of on-call supervision at $4.00 per hour.[5] Hawaii which plans to convert a bed in a group home to a secure holdover, estimated supervision cost at $15.00 per hour.[6] Employing on-call staff, New York reported an average personnel cost of $15,257 for three holdovers.[7] The holdovers in Hagerstown and Cumberland, Maryland, which have 24-hour staffing, reported annual personnel cost of $39,544 and $73,348 respectively.[8] Information to develop detailed cost/client or cost/supervision-day figures was not available making meaningful cost comparisons difficult. However, it would seem that providing 24-hour staff which do not perform other duties, such as intake, is a more expensive approach unless the holdover is frequently utilized at capacity. The decision to have full-time or on-call staff has to be a local decision based on need and utilization of the holdover.

The provision of the actual physical plant can also be manipulated to accommodate local needs and keep cost to a minimum. Cost of the "facility" is offset by creating it in an existing public building or other juvenile alternative such as a shelter or group home. Cost is then distributed across and absorbed by other, already existing budgets. The most expensive method is the renovation and maintenance of a building exclusively for use as a secure holdover as was done in Hagerstown, Maryland. This was a viable

alternative for Washington County because of the availability of state funding for personnel. This allows the county to operate an inexpensive program even though the holdover is located in a separate building. As indicated, the method of providing the "facility" is limited only by local creativity and initiative and not necessarily by financial resources.

Summary

Eighty-one percent (22) of the sample (27) served primarily delinquents prior to final disposition, as proposed by various standards setting groups, but their scale of operation (about 29 beds) was larger on average than recommended. Based on admissions data from 23 programs, an average length of stay between 19-20 days is consistent with the temporary placement notion suggested by NACJJ in 1980 and the National Advisory Committee on Criminal Justice Standards and Goals in 1976. Nevertheless, each secure detention facility in this sample was responsible for upwards of 560 cases each year.

Staff per bed, used as a proxy for staff/client ratios, was somewhat better (1.25:1) than recommended by the Commission on Accreditation for Corrections (1:1) and IJA/ABA (1:4), but less than the 1:2 reported by the National Advisory Committee on Juvenile Justice. Consistent with all standards in the field, facilities provided education, mental and physical health care, recreation and contracted other services in the community; but the amount and quality could not be determined from available information.

Another way to view these results is for medium sized facilities whose bed capacities (15-25) are similar to that recommended in three of the four sets of juvenile justice standards. Nine programs in this category had, on average, 19 beds at a cost of almost $24,500 annually; handled 307 cases which stayed 23 days; and used 1.3 staff for each client. They ranged in cost from about $13,700 to over $37,000 annually per bed.

Differences in the costs of secure detention are primarily a function of personnel costs, which, in turn, are related to variation in salary levels and organizational configuration. Although there were insufficient cases to rigorously test for regional variations, five of the 13 lower cost programs were located in southern states and had substantially lower personnel costs per bed. However, in the northeast where costs are typically higher, a private, multi-service agency's costs compared favorably with its southern counterparts. Thus, an agency in the northeast offering residential and several nonresidential programs probably will have per bed costs comparable to a single purpose agency located in the south.

A distinguishing feature of high cost facilities, regardless of geographic region or auspices, was the amount spent on treatment staff, which accounted for over 75 percent of the variation in personnel costs, even though these costs for the low group were 53 percent less costly; that is, the cost of treatment staff did not increase in direct proportion to total personnel costs. (Unfortunately, the vagaries of treatment "technologies" made it impossible to discern if these high cost groups were offering significantly more or better service.)

The secure detention programs in this sample of 27 ranged from $11,433 to $42,923 annually per bed, with those below the median averaging slightly over $17,700 ($48 daily) and those above were $33,200 ($91 daily). These costs can be compared to community supervision (home detention, intensive foster care, etc.) and community residential (shelter care, group homes, etc.) alternatives which are discussed in the following chapters.

Footnotes

1. Billy L. Wayson, Gregory P. Falkin and Maria-Teresa Cruz, Users Manual for Estimating Standards Compliance Costs (Washington, DC; Law Enforcement Assistance Administration, 1982).

2. Maria-Teresa Cruz, Architect, "Juvenile Correctional Facilities: Secure Detention," memorandum to Robert C. Grieser, March 31, 1982.

3. Michael F. Bigley, article in National Symposium on Children in Jail, Children in Jail, Office of Juvenile Justice and Delinquency Prevention, August, 1980.

4. Michael F. Bigley, Bureau of Children and Youth, New York, letter to Robert C. Grieser, March 26, 1982.

5. National Criminal Justice Association, Compilation of Data Collected from Fifty State Survey, Michigan State, March, 1981.

6. National Criminal Justice Association, Compilation of Data Collected from Fifty State Survey, Hawaii State, March, 1981.

7. Michael F. Bigley, letter, March 26, 1982.

8. Robert Harrington, Maryland Juvenile Services Administration, interview with Hildy Saizow, March 22, 1982.

POLICY CHOICE II: COMMUNITY RESIDENTIAL PROGRAMS

This section describes several kinds of community residential programs. Community residential programs include shelter care, foster family group homes, attention homes, runaway homes, and conventional group homes. The common features found consistently in all these programs are that they all provide (1) a homelike residence for juveniles outside their family abode, and (2) services such as schooling, recreation and medical care in the community. Other than these two features some of the programs have certain similarities, but there are numerous variations as well. Even within each program type, there may be considerable differences as to size, staffing, services, etc. For purposes of programmatic exposition, we classify community residential programs into four categories: shelter care, group foster care, specialized group homes and conventional group homes.

These four categories are consistent with the various sets of juvenile justice standards and practices throughout the nation. The next section provides a comparative analysis of these standards. This is followed by a description of four types of community residential alternatives and their distinguishing features. The following two sections compare and contrast their organization and clientele and raise some points about their costs. The remaining sections describe the sample selection and development of the cost models.

Standards

Group homes. The standards again provide general guidance for states and localities planning community residential facilities. Table CR1,

Table CR1

COMPARATIVE ANALYSIS OF STANDARDS FOR COMMUNITY RESIDENTIAL PROGRAMS: GROUP HOMES

Characteristics	NACJJ (1980)	NAC/TASK FORCE (1976)	IJA/ABA (1977)	CAC (1979)
Auspices				
• Statewide	(4.11)	(19.2, 24.4)	(2.1)	
• Locally-based				
• Not specified				(8001)
Facility				
• Size	12 beds (4.231)	4-12 beds (24.4)	4-12 beds (7.10)	N/A
• Located in Residents' Community	(4.24)	(24.4)	(7.3)	N/A
• Single Rooms	N/A	N/A	(7.6)	(6073)
• Separate from Adult Facility	N/A	N/A	N/A	N/A
Population				
• Delinquents Only	(4.24)	(24.4)	N/A	N/A
• Temporary Placement	N/A	N/A	N/A	N/A
• Coeducational	N/A	(24.1)	(7.5)	(6107)
Staffing & Administration				
• Staff/Youth Ratio	1:12 (4.232)	1:5 (24.4)	1:5 (7.10)	N/A
• Citizen Boards	N/A	N/A	(4.2)	(6026)
• Annual Training	(1.428)	80 hrs (19.10)	(3.3)	40 hrs (6055)
• First Year Training	(1.428)	80 hrs (19.10)	(3.3)	(6054)
• Volunteers	(4.24)	(19.11)	(3.6)	(6187-6194)

Table CR1 (continued)

Characteristics	NACJJ (1980)	NAC/TASK FORCE (1976)	IJA/ABA (1977)	CAC (1979)
Programs and Services				
Intake				
• Court Decisions	(4.23)	(24.4)	N/A	(6091)
• Medical Exam	N/A	N/A	N/A	(6153)
• Needs Assessment	(4.233)	(24.6)	(4.11)	(6101)
Programs				
• Contract Services	(4.233)	(24.11)	N/A	(6100, 6104)
• Education	(4.24)	(24.5-7, 24.9)	(7.10)	(6109, 6110)
• Recreation	(4.233)	(24.12)	(7.6)	(6127)
• Mental Health	(4.233)	(24.10)	N/A	N/A
• Medical Care	(4.233)	(24.10)	(7.6)	(6146-6164)
• Employment/Vocational	(4.233)	(24.5-6, 24.8)	N/A	(6105)

A numerical entry indicates the standard which supports the characteristic. An entry of N/A indicates that clear reference to this item was not evident.

Comparative Analysis of Standards for Community Residential Programs: Group Homes, presents relevant standards' information for group homes. Three of the four organizations with standards applicable to group homes recommend statewide auspices, a maximum facility capacity of 12 clients and a location in the residents' community. Staff/youth ratios are recommended at no greater than 1:5 and first-year and annual training is explicit in all the sets of standards. The use of volunteers is encouraged, as is needs assessment. Finally, with few exceptions the standards recommended that a broad array of programs should be made available to youths in group homes.

Shelter Care. Only one set of standards explicitly addresses shelter care. These standards are shown in Table CR2, Analysis of Standards for Community Residential Programs: Shelter Care. The NACJJ recommends statewide auspices for operation of shelter care, limits client capacity to twenty beds and suggests that facilities be located in the clients' community. They recommend the use of shelter care as a temporary placement, which is consistent with the operation of the programs in the sample. The staff/youth ratio is higher than group homes at 1:12; first year and annual training are recommended for all staff. The use of volunteers is encouraged, as for group homes, as is needs assessment for entering clients. The recommendations for programs are more limited than for group homes; the standards are silent on provision of education and recreation, possibly because of the shorter length-of-stay.

Table CR2

ANALYSIS OF STANDARDS FOR
COMMUNITY RESIDE'TIAL PROGRAMS: SHELTER CARE

Characteristics	NACJJ (1980)
Auspices	
• Statewide	(4.11)
• Locally-based	
• Not Specified	
Facility	
• Size	20 beds (4.27)
• Located in Residents' Community	(4.27, 4.24)
• Single Rooms	N/A
• Separate from Adult Facility	N/A
Population	
• Delinquents Only	N/A
• Temporary Placement	(4.27)
• Coeducational	N/A
Staffing & Administration	
• Staff/Youth Ratio	1:12 (4.27, 4.232)
• Citizen Boards	N/A
• Annual Training	(1.428)
• First Year Training	(1.428)
• Volunteers	(4.24)
Programs and Services	
Intake	
• Court Decision	N/A
• Medical Exam	N/A
• Needs Assessment	(4.27, 4.223, 4.233)
Programs	
• Contract Services	(4.27, 4.223)
• Education	N/A
• Recreation	N/A
• Mental Health	(4.27, 4.233)
• Medical Care	(4.27, 4.233)
• Employment/Vocational	(4.27, 4.233)

Program Descriptions

Group Homes. Group homes are community residences used to house a small number of youths who ordinarily spend a substantial amount of time in the community attending school, pursuing leisure time activities, etc. Although the standards generally suggest a maximun of 12 juveniles in a group home, the conventional practice seems to be eight to twelve juveniles reside in a group home. Group homes are staffed with one adult at all times and there is typically one caseworker for every 12 or fewer children. Group homes may serve either a pre-adjudicated or post-adjudicated clientele. The youths receive both in-house services (e.g., shelter, food, recreation) and community services, such as medical care, therapy, employment assistance, etc.

In discussing group homes, we have divided them into two categories: specialized and conventional. The specialized group homes either serve a specific clientele or have a unique or special approach to handling a mixed clientele. Attention homes and highly structured group homes are examples of the specialized group homes.

Attention homes are based on a concept developed in Boulder, Colorado. Although there are considerable differences in operating practices, there is an underlying philosophy common to all attention homes. As the name implies, attention homes serve as an alternative to detention and try to give their youths the attention that they would not receive at home or in detention. Attention homes serve a mix of pre-adjuciated delinquents including status offenders. Thus, attention homes are specialized group homes in that the operating assumptions and practices follow a specialized pattern or philosophy for handling troubled youths.

Highly structured group care is appropriate for youths who are dangerous to themselves or others and who have difficulty controlling their behavior. The residences are usually not locked, but they have a high staff/client ratio and a sufficiently structured form of treatment to allow for a high degree of supervision if not security. Services such as education and recreation are self contained and community resources are used with supervision. Highly structured group homes are conducive to serving primarily a post-adjudicated clientele.

Before discussing the organization and clientele of community residential programs in detail, we will summarize the common features and distinguishing characteristics of the various kinds of alternatives. All community residential programs provide a homelike residence for juveniles and services in the community. In contrast, juveniles in nonresidential programs reside at home and juveniles in secure detention receive in-house services which typically do not utilize community resources. Shelter care programs service youth in a crisis for a short period of time. Foster family group homes provide personal attention for a limited population. Group homes provide a homelike atmosphere with varying degrees of supervision, care (i.e., attention), and utilization of community resources for a small number of youths.

Shelter care. Shelter care facilities are essentially nonsecure residential programs used for the temporary custody of juveniles. One set of standards considers the use of shelter care facilities to be exclusively for neglected or abused children (who "should not be commingled with juveniles accused or adjudicated of conduct constituting a delinquent offense or noncriminal behavior.")[1] Juvenile justice practice often deviates from this

prototype. A number of shelter care programs maintain an evaluation component for use by the juvenile court. This may include a treatment plan recommended by the counseling staff of a facility for delinquent children. More often shelter care programs operate for status offenders as well as abused or neglected children. In Florida, for example, shelter care is used as an alternative to placing status offenders in adult jails, other secure facilities or homes for delinquents. In all instances these programs involve pre-adjudicated youth.

The size of shelter care facilities can vary considerably. According to the standards, they may serve up to (but no more than) 20 youths. In A National Student Competition on Adaptive Reuse, the Community Research Forum analyzed plans for converting existing residences into shelter care facilities for six children.[2] A private, child care agency in Maryland has purchased a large, residential home to serve 14 youth referred by the juvenile court and the Department of Social Services. Thus, it appears that shelter care involves a variety of program types. Some may be essentially fairly large specialized facilities, such as shelters for runaways; while others may provide treatment plans and recommendations for all offender types (as exemplified in Maryland). The two main features that appear to be common among shelter care programs is that (1) they provide crisis intervention for youth; and (2) they provide services over a relatively short time period (a few days to 30 days).

Group Foster Care. Foster family group homes emphasize a home-like stable atmosphere and the opportunity for close supervision and personal attention. The homes are quite similar to a large, or expanded private

foster home. However, they are licensed to care for a larger number of children and must meet additional licensing requirements related to physical space, fire and sanitation requirements. The sponsoring agency may provide various types of services and clinical support to both the foster parents (in the form of training) and the youth. Group foster care is provided for both pre-adjudicated and post-adjudicated youth involved in delinquent or noncriminal behavior. These group homes essentially operate as an alternative to more secure settings, i.e., to eliminate the inappropriate placement of truant and runaway youth, nonviolent delinquent youth, etc.

Unlike the private foster homes that provide care for youth who cannot return home for reasons other than security or treatment, group foster care may help to reunite the youth with his/her natural family. In this way the foster family group home is similar to the conventional group home. The most distinguishing feature of foster family group homes is that the home parents are not employees or staff of an agency and are not paid a salary for providing child care. Rather, the parents receive a reimbursement for at least the cost of care. In some instances, additional payments are provided for families with special skills who care for difficult youth.

Organization and Administration

Auspices. The auspices of community residential programs vary considerably depending on the type of program. The mix includes private and public (state and local) operation. Although no clear cut distinctions can be made systematically, a few points about auspices can be made. Many of these

programs are operated by private service providers. This includes group foster care, and group homes (e.g., attention homes). For example, a state may have locally financed private group homes to serve pre-adjudicated delinquents and regional group homes operated by a state agency for post-adjudicated delinquents.

Private auspices may cost the government less than public since competitive bids may be taken. Furthermore, public operation requires a fixed budget, whereas private service providers can be paid according to the number of clients served. For example, a government-run group home with a capacity of eight may cost $150,000 per year to operate regardless of whether the average daily population is eight or less. A private provider, on the other hand, may be paid split rate: a fixed amount for each bed and an increment for each client (i.e., utilized bed). If the population is typically less than capacity, then there would be a cost savings (the total would be less than $150,000 under private operation).

Goals and Objectives. Community residential programs have diverse goals and objectives because they serve a diverse clientele and have different organizational characteristics. The overriding goal, common to all, is to provide juveniles with a homelike atmosphere and a measure of personal care and contact (that they would not receive either at home or in secure detention) and a sense of community. The specific objectives of different programs, however, may vary considerably. For example, the objective of the runaway programs cited earlier is that youths should return to their families. Group foster programs help a youth improve his/her relationship with his/her family. Group homes, such as attention homes, also have as

their objectives helping youths adapt and providing liaison services between the courts and the youths. All these programs serve as an alternative to jail for pre-adjudicated delinquents.

The cost implications of their objectives are twofold. First, the objectives and treatment philosophy determine the kinds of services that must be provided. The wider the range of services provided and the greater their intensity, the higher the cost. Second, the more an agency relies on community resources to provide services, the lower the expected cost.[3] Some programs have as an explicit objective to maximize the use of community resources as a means of giving youths a sense of community. Although there is considerable variation among community residential programs, they all typically utilize community services in some form or another.

Staff. The size of staff also varies considerably and is closely related to program objectives and treatment philosophy. For ease in making distinctions, we can divide community residential programs into those that have juveniles reside in the home of the staff providing the service and those in which the staff work in another home. Group foster care fits the first type in that the youth lives in a couple's home and receives services (e.g., counseling, shelter) directly from the adult service providers. The cost of these programs involve direct payments to the providers for their time but not specifically for the use of their residence. In addition, administrative costs are incurred in the form of salaries to local government officials who set up and maintain a network of service providers.

On the other hand, some shelter care facilities and most group homes are staffed quite differently. Personnel include administrative, program and volunteer staff. Some staff may live in but that is not an essential requirement. When it opened in 1974, the Transient Youth Center, for example, had a "director, two counselors, live-in houseparents, relief houseparents, a secretary, and a housekeeper-cook."[4] Size of staff, frequency or intensity of staff-youth contact, and the use of volunteers may be key determinants of the varying cost of community residential programs.

Facility Description. A major cost factor for alternatives to jails is the facility. Consistent throughout all community residential programs is an emphasis on utilizing unobstrusive residences that fit in well in the neighborhood. Indeed, one set of standards states that "group homes should ordinarily be renovated community residential structures."[5] Similarly shelter care facilities may be renovated residences. Group foster homes are most often conventional houses.

The capacity and utilization rate varies from one type of program to another. Group foster homes typically serve at the most six youths. According to the standards, group homes may serve a maximum of 12; whereas shelters may have a capacity of up to 20. As we suggested earlier, actual capacity tends to be less (somewhere between 8 to 12 for group homes).

The cost of these various facilities increases as one moves from use of exiting facilities (e.g., foster homes) to renovation (of a residence into a group home) to new construction. Adaptive re-use is one method of obviating the costs of new construction. Reconstruction of an existing building, while

not inexpensive, is still considerably less expensive than new construction. Since funds for construction and adequate sites are often in short supply, adaptive re-use provides an option. In any event, facility costs for community residential programs are considerably less than for more secure facilities. This applies for both renovation and new construction.

Sources of Referral. The intake procedures and referral sources vary depending on the community residential program. Some have formal intake procedures. For example, the Intensive Detention Program in Massachusetts has a Receiving Unit Home (four beds) with windows and doors locked as needed. Referrals are made to one of two group homes (five beds each).[6] Amicus House accepts (runaway) referrals from the Allegheny County Juvenile Court; the Transient Youth Center receives runaways directly from the police station or court intake unit; the intake unit of the Boulder Juvenile Court refers youths to the local attention home - there is a close working relationship between staff and the probation department; the Helena Attention Home receives about 50 percent of their youths from the State Department of Institutions, Aftercare Division and the balance from probation, local public and private agencies, and a few self referrals. In a survey of group homes for runaways, we found that only a small percentage of referrals come from the police, probation or courts. Most are self-referrals, or are referred by outside organizations such as schools, social services agencies or the church.[7] On the other hand, group homes operated by the New York State Division for Youth receive all their residents from the youth corrections agency. Thus, the large number of possible connections with juvenile justice agencies and variation in the clientele served seem

to account for a wide range of intake procedures and referral mechanisms found in community residential programs.

Description of Clientele. In describing the clientele, we are concerned with population statistics (average daily population, average length of stay) and client characteristics (legal status, family situation, prior juvenile justice contacts, etc.).

Shelter care facilities have a high turnover rate -- juveniles just spend a few days to one or two weeks until they can return home. Amicus House, a group home for runaways, served about 150 youths in 1975. Three-fourths of them were girls; their average length of stay was 2-3 weeks; most of the youths terminated the program by returning home.

The Attention homes serve a varying clientele. The one in Boulder received about 150 youths in 1975. Two-thirds were boys; three-quarters were alleged delinquents. On the other hand, two-thirds of the youths admitted to the attention home in Anaconda were alleged status offenders, primarily female runaways. About 60 percent stayed less than two weeks. Other group homes, such as those operated by the New York State Division for Youths, house an exclusively post-adjudicated clientele.

The point of explaining these variations is not to imply that there is a lack of consistency among community residential programs. Rather it is to show that community residential programs are a suitable alternative to jail for nearly all kinds of youths. Programs can be tailored to fit the needs of a specific clientele (runaways) or serve a mix of juveniles. Many jurisdictions have been creative in their use of community residential programs, and there is really no limit as to how they may be used as an alternative to keeping juveniles in jails.

Sample Budgets

In this section, we present sample budgets for community residential programs. As discussed earlier, the methodology involved contacting providers for expenditure reports, budget documents, and related program information. This section provides sample budgets for group homes and shelter care facilities. Conventional and specialized group homes outlined earlier for descriptive purposes are combined for the development of the cost models. (Group foster homes are omitted because insufficient data existed to generalize from our sample.) In all, we received sufficient cost data from 18 group homes and 13 shelter care facilities to warrant separate sample budgets for each.

The Group Home Sample. The 18 group homes in the sample were fairly well distributed throughout the country (there were 3 to 5 homes in each of four major regions). Table CR3, Group Home Sample Characteristics, provides data on some salient characteristics of the group homes in the sample. Most of the homes are privately operated; only three are operated under public auspices.

The capacity ranges from 6 to 20. Four out of the 18 homes have capacities greater than 12, which the standards generally recommend as a maximum for group homes. The utilization rate is quite high, that is, the average daily population tends to be at or almost at capacity. The mean average daily population for the sample is 12.

The average length of stay ranges from 3 months to 2 years. It is important to note in this context that most of the group homes serve a post-adjudicated clientele, comprising delinquents and status offenders. About one-fifth of the homes in the sample serve both post-adjudicated

and pre-adjudicated youths. Two-thirds of the homes serve males, about one-quarter serve females, and one group home is coeducational.

An important determinant of cost is staffing patterns. In particular, different treatment modalities and variations in the intensity of supervision create varying staffing needs. An indicator of these two characteristics is the staff/client ratio (where the numerator includes treatment staff, such as social workers, psychologists, youth supervisors, but not administrative or support personnel). As the size of the ratio decreases, there is less intense interaction between clients and treatment staff. As the ratio approaches (or becomes greater than) one, the interaction becomes more frequent or intense, such as in the case of one-on-one therapy or counseling. The staff/client ratios in the sample range from .29 to 1. About one-third of the group homes have a staff/client ratio greater than .5; about two-thirds have a ratio of .5 or less treatment staff to each client.

The total cost of each of the 18 programs is displayed in the last column. The costs range from $90,024 for a home with 6 youths to $321,929 for a home with 17 youths. Although this range may seem quite large, it does not take into account the fact that costs increase as the number of beds or clients increases. In the next section, we discuss the per bed costs of these programs and show that the range is not nearly so great as the preceding figures would seem to indicate.

Sample Budgets. Table C.4, Group Homes - FR 1982 Sample Operating Budgets, shows the operating costs for the sample of group homes. The rows represent personnel and nonpersonnel line items that are typically

found in corrections budgets. In addition, we have added an indirect cost for administration (that is, each facility's share of the costs of maintaining the central office for multi-facility providers).

Column 1 shows the costs of group home 1, which had the lowest per bed cost (even though its total cost on Table CR3 was among the highest). Column 5 shows the costs of the most expensive group home (group home 13). The grand total ranges from $11,500 to $20,190 per bed per annum.

For the lowest cost group home personnel comprises roughly 62 percent of operating costs whereas personnel costs for the most expensive group home are 88 percent of the grand total. One can see by comparing columns 2 and 6 that nonpersonnel costs comprise a smaller percentage of total costs for the most expensive group home than for the least expensive one. Thus, the variable which most reflects group home costs is salaries and wages.

The middle columns display the average line item budget for the group homes in the sample. The average operating budget (see grand total line) is $16,034. Table CR5 is presented to show the distribution around the average for the grand total. The median cost is roughly $15,000. In other words, half the group homes cost less than $15,000 per bed, while half cost more. Most of the costs cluster roughly between $13,700 to $15,300, but the relatively high cost of a few group homes brings up the average to about $16,000. The cost per day ranges from $31.50 to $55.32, while the mean for the sample is $43.93. Column 3 displays the rank order from 1 (least expensive) to 18 (most expensive) and can be used to compare program characteristics (Table CR3) with program costs.

Table CR4 shows the average line item budget for the sample. A few points are worth noting. Personnel costs are 62 percent of the total budget. About 70 percent ($6,039) of the salaries and wages is spent on treatment staff (program coordinators, social workers, psychologists, child care workers, paraprofessionals, houseparents, etc.); the balance, $2,457 is spent on administration and support staff (director, secretary, maintenance, cook, etc.). The average fringe benefit rate in the sample is 17 percent.

Nonpersonnel expenses account for 31 percent of the total budget and include 5 line items. Table 2 (in the introductory section) lists the expenditure items that are included in each line of the budget. For example, the average charges of $1,509 per bed per year for facility and equipment operation includes rent, utilities, and insurance on the building, plus equipment rental, depreciation, and maintenance and repairs on building and equipment. Supplies account for the greatest proportion of nonpersonnel costs. On the average, the cost of administering multifacility programs from a central office adds about 7 to program costs, for a grand total of $16,034 per bed.

Budget Preparation. The central issue in developing a representative budget estimate from a group home is cost variation. There are several sources of variation which will in turn affect a budget which might be prepared by a particular jurisdiction. While no firm rules can be developed, some guidelines may be offered.

Scale (or size) is perhaps the single most important determinant of cost. Assuming that the average cost of group homes is a reasonable approximation of costs in an area, one would multiply $16,034 times the number of beds in the group home. For example, a group home with 12 beds would require an annual operating budget of $192,408. It appears that there are some economies of scale (i.e., cost savings) when capacity increases. The two 20-bed facilities in our sample had the two lowest annual costs per bed. (However, this may also be due to staffing patterns as we shall discuss shortly.) Although the cost per bed or the average daily cost may be less for a 20-bed group home than for a 12-bed home, the total will surely be more. Thus, in planning a group home, policy-makers should not base their decisions on the cost per youth-day or the cost per bed, but rather on the size of the home to be established. The group home's capacity should be established on the basis of client demand, and the capacity will determine the annual operating budget from the average in Table CR4.

Capacity is also an important determinant of facility costs. The sample budget for group homes does not include a capital line item for facility construction or renovation. Typically, group homes are rented (or donated) in communities and are not built by the government as a secure facilitiy might be. Private providers can renovate a home

for their purposes and pay for the renovation with a loan, much like a home improvement loan. Indeed, none of the group homes in the sample had any capital expenses for their facilities.

The costs of capacity are, therefore, reflected in the line item for facility and equipment operation. In general, it is safe to assume that rent, utilities and other costs (e.g., insurance, taxes, and some equipment expenses) will increase as capacity increases. Some of these costs, such as rent, are fixed costs and must be paid each month regardless of whether there is a decline in the client population. Thus, in general, larger facilities cost more in total for facility and equipment expenses than smaller group homes. It is worth noting, that the rent for several group homes in the sample was very small or nothing at all. The opportunity for "donated" homes represents a considerable potential cost savings and should not be overlooked in the planning stage.

Several program characteristics and structural attributes create variations among costs. It was initially expected that geographical region would account for differences in cost (e.g., group homes in the Northeast would cost more than in the Northcentral or Southern regions). However, the sample does not support this contention. In fact, group homes in the Northeast sample were consistently among the least expensive, whereas group homes in the Northcentral sample were among the most expensive. Other factors creating variations within region, seem to be more significant. For example, it is quite probable that group homes in urban areas will cost more than those in rural areas.

The auspices of group homes seems to be an important determinant of cost. The two most expensive group homes in the sample were operated under public auspices. It is safe to say that privately operated group homes will cost less than similar group homes run by public agencies. Perhaps competition among private service providers and higher scale paid government employees accounts for the difference. In any case, the $16,034 average cost per bed understates the cost of public agencies operating group homes. Indeed, two of the public group homes were at the high range ($19,000 - $20,000). The third group home under public auspices cost less, but this seems to be due to its staffing pattern.

As we discussed earlier, the staff/client ratio is an important determinant of cost. This is especially so since personnel costs account for 60 to 90 percent of operating costs. Nearly all the programs in the sample provide counseling; many provide family therapy and crisis intervention; a few offer education and recreation services. As the staff/client ratio increases, the opportunities for staff/client interaction and the quality of services should in theory increase. However, the more staff there is relative to clients, the higher the costs.

The sample bears this out. The least expensive programs had low staff/client ratios, while the more expensive programs had higher staff/client ratios. The least expensive program ($11,500 per bed) had a staff/client ratio of .29 and most of the homes in the $13,000 - $15,000 range have a staff/client ratio of .5 to .38. Among the more expensive group homes ($17,000 - $19,000) were several with relatively high staffing ratios (including two homes with one-on-one staffing). Thus, the average

costs, particularly the average personnel costs on Table CR4, should be revised upward if there is to be intensive interaction but downward if the staff/client ratio is low. The cutoff in the sample seems to be about .5. That is, for the half of the sample costing less than the median $15,000 the staff/client ratio is .5 or less, but for those above $15,000 most were greater than .5. (The two most expensive group homes had staff/client ratios of .42 but were under public auspices and it is probably this organizational factor that accounts for the high cost notwithstanding the relatively low staff/client ratio.)

Other factors also create differences in cost. For example, population increases lead to greater supply costs (food, clothing, etc.). If a psychologist is on staff, personnel costs will be greater; whereas if the psychologist is seen on a fee basis, contractual expenses will be greater. If the facility is conveniently located, transportation expenses will be reduced. All of these considerations should be taken into account in developing a budget estimate for a group home. In addition, the cost estimates from the sample should be revised upward (at about 10 percent per year) to account for inflation.

Table CR3

GROUP HOME SAMPLE CHARACTERISTICS

Group Home	Region	Auspices	Capacity	Average Length of Stay	Staff/ Client Ratio	Total FY 82 Cost Estimate
1	Northeast	Private	20	9-12 mo.	.29	$230.000
2	NE	Private	12	18 mo.-2 yrs.	.5	172,692
3	NE	Private	12	18 mo.-2 yrs.	.5	168,828
4	NE	Private	12	18 mo.-2 yrs.	.5	170,904
5	NE	Private	10	6 mo.	N/A	140,800
6	NE	Private	20	2 yrs.	.5	273,960
7	South	Private	8	9.8 mo.	.38	118,920
8	S	Private	8	6.7 mo.	.38	116,680
9	S	Public	15	6 mo.	.4	213,345
10	S	Private	6	10 mo.	.77	90,024
11	S	Private	6	10 mo.	.63	105,990
12	Northcentral	Private	8	5.5 mo.	1	147,480
13	NC	Public	12	3 mo.	.42	242,280
14	NC	Private	6	N/A	.5	119,694
15	NC	Public	12	6 mo.	.42	230,088
16	West	Private	11*	N/A	1	201,047
17	W	Private	17*	N/A	.71	321,929
18	W	Private	12	N/A	N/A	183,984

* Known average daily population substituted for unknown capacity.

Table CR4

GROUP HOMES - FY 1982 SAMPLE OPERATING BUDGETS

	Lowest Group Home		Average of Sample Group Homes*		Highest Group Home	
PERSONNEL	Cost/Bed (1)	Percent (2)	Cost/Bed (3)	Percent (4)	Cost/Bed (5)	Percent (6)
Wages and Salaries	$ 6,338	55.1	$ 8,496	53.0	$14,496	71.8
Administrative/Support	1,082		2,457		N/A	
Treatment (FTE)	5,256		6,039		N/A	
Fringe Benefits	780	6.8	1,452	9.0	3,279	16.2
Total	7,118	61.9	9,945	62.0	17,775	88.0
NONPERSONNEL						
Contractual	166	1.4	376	2.3	0	0
Transportation	601	5.2	572	3.6	330	1.6
Supplies	803	7.0	1,724	10.8	806	4.0
General Operating	634	5.5	792	4.9	370	1.8
Facility, Equipment & Operation	783	6.8	1,509	9.4	909	4.5
Total	2,987	25.9	4,973	31.0	2,415	12.0
TOTAL	10,105	87.8	14,918	93.0	20,190	100
Central Office/Administration	1,395	12.2	1,116	7.0	-0-	0
GRAND TOTAL	$11,500	100	16,034	100	$20,190	100

* Average is based on a sample of 18 group homes (except for the administrative/support and treatment breakdown, which was based on the percentage distribution for a subsample of 8 homes.

Table CR5

GROUP HOME - OPERATING COSTS

Group Home Number	Annual Cost per Bed (1)	Average Daily Cost (2)	Rank Order (3)
1	$11,500	$31.50	1
2	14,391	39.43	7
3	14,069	38.55	3
4	14,242	39.02	6
5	14,080	38.58	4
6	13,698	37.53	2
7	14,865	40.73	9
8	14,585	40.00	8
9	14,223	38.97	5
10	15,004	41.20	10
11	17,665	48.40	12
12	18,435	50.51	14
13	20,190	55.32	18
14	19,949	54.65	17
15	19,174	52.53	16
16	18,277	50.07	13
17	18,937	51.88	15
18	15,332	42.01	11
Average	16,034	43.93	N/A

The Shelter Care Sample. The sample of shelter care facilities consists of 13 programs. Table CR6 presents some program characteristics (in ascending order of cost). There are a few main differences between the shelter care and group homes samples. The capacity of the shelter care facilities is generally larger than that of the group homes. Most of the shelter care facilities have a capacity of 12 or greater (whereas the converse was true of the group home sample). The average length of stay is considerably shorter in shelter care programs than in group homes. The shelter care programs are short-term programs where the maximum seems to be 90 days. The mean length of stay for the sample is about 30 days.

The staff/client ratio is somewhat higher for shelter care than group home programs. The staff/client ratio ranges from .38 to 1.5. Although there was only one group home with a staff/client ratio less than .38, there were only four group homes with a ratio of .63 or more. Nine out of thirteen shelter care programs in the sample have a staff/client ratio of less than 1.0. We assume from this that the intensity of supervision and/or the frequency of interaction between treatment staff and clients are likely to be greater in shelter care programs than group homes. In addition, costs are likely to be higher.

The last few columns on Table CR6 provide cost information. The total cost of several shelter care programs is more than the group home costs. For example, the most expensive group home cost about $320,000 (and had an average daily population of 17). There were five shelter care programs costing more than $320,000. Most of them have fairly sizeable populations (16 or more).

Table CR6

SHELTER CARE SAMPLE: CHARACTERISTICS AND COST

Shelter Care Facility	Region	Auspices	Capacity	Average Length of Stay	Staff/ Client Ratio	Total FY 82 Cost	Annual Cost per Bed	Average Daily Cost
1	NC	Private	18	90 (days)	.38	$ 184,797	$ 11,396	$ 31.22
2	SO	Private	14	60	.71	154,588	12,257	33.58
3	SO	Public	18	15	.56	233,937	13,711	37.56
4	SO	Private	14	12	.67	179,794	14,255	39.05
5	NE	N/A	12	90[a/]	.40	167,990	14,769	40.46
6	SO	Private	5	8-10	.63	76,250	15,250	41.78
7	NE	Public	28	30	.77	578,148	21,594	59.16
8	NE	Public	24	30	1.04	536,110	22,338	61.20
9	NE	Public	18	30	.91	429,908	23,884	65.44
10	SO	Private	5	4	1.0	130,809	26,162	71.68
11	NC	Public	16	46	.67	405,087	28,103	76.99
12	W	Private	6	7	1.25	221,952	36,992	101.35
13	W	Private	8	3.5	1.52	324,142	37,276	102.13

a/ 90 day maximum, average not available.

The annual cost per bed ranges from $11,396 to $37,276. The average cost per day ranges from $31.22 to $102.13. While the bottom of the range is about the same as for group homes, the expensive programs cost considerably more than the group homes programs. The most expensive group home cost $20,190 per bed per year or $55.32 per day. The most expensive shelter care program costs nearly double that. It appears that the extremely high staff/client ratios account for much of the increase in costs. Public auspices seems to be a less obvious factor in creating cost increases within the shelter care sample.

Table CR7 displays the FY 1982 Sample Operating Budgets for the shelter care programs. The least expensive shelter care program in the sample has the lowest staff/client ratio; the most expensive shelter care facility has the lowest ratio. It is not surprising, therefore, to see on Table CR7 that personnel costs account for not quite 60 percent of the budget for the shelter care facility with the lowest staff/client ratio, but almost 80 percent for the program with the highest 1.52 staff/client ratio.

The average annual bed cost in the sample is $21,385. This is about $5,000 more than the average for group homes. Personnel costs account for 70 percent of the budget on the average. The fringe benefit rate is 17 percent of wages and salaries. Nonpersonnel costs are about 25 percent of the average budget, and indirect administrative expenses are about 6 percent of the total.

Although shelter care programs seem to cost somewhat more than group homes, a few words of caution should be offered. Shelter care programs in

Table CR7

SHELTER CARE - FY 1982 SAMPLE OPERATING BUDGETS

	Lowest Shelter Care		Average of Sample Shelter Care		Highest Shelter Care	
	Cost/Bed (1)	Percent (2)	Cost/Bed (3)	Percent (4)	Cost/Bed (5)	Percent (6)
PERSONNEL						
Wages and Salaries	$ 5,853	51.4	$12,887	60.3	$24,239	65
Administrative/Support	2,220		2,686		4,249	
Treatment (FTE)	3,633		10,201		19,990	
Fringe Benefits	909	8.0	2,149	10.0	5,055	13.6
Total	$ 6,762	59.4	$15,036	70.3	$29,294	78.6
NONPERSONNEL						
Contractual	$ 105	0.9	$ 450	2.1	$ 2,349	6.5
Transportation	489	4.3	413	1.9	410	1
Supplies	1,789	15.7	1,676	7.8	983	2.6
General Operating	379	3.3	780	3.6	347	0.9
Facility, Equipment & Operation	1,872	16.4	1,771	8.3	2,174	5.9
Total	$ 4,634	40.6	$ 5,090	23.8	$ 6,263	16.8
TOTAL PERSONNEL & NONPERSONNEL	$11,396	100	$20,126	94.1	$35,557	95.4
Central Office/Administration	0	0	1,259	5.9	1,719	4.6
GRAND TOTAL	$11,396	100	$21,385	100	$37,276	100

the sample serve a different clientele from group homes. They are typically pre-adjudicated but nearly always short-term stays. In part because of this and because of the need for greater supervision, the staff/client ratio tends to be quite high. Consequently, costs are higher than for group homes. The important point for planning, therefore, is to be aware that different populations will have different requirements and that costs will vary as a result. The single greatest determinant seems to be personnel requirements. The greater the staffing needs, the greater the costs.

Footnotes

1. National Advisory Committee for Juvenile Justice and Delinquency Prevention, Standards for the Administration of Juvenile Justice (Washington, DC: U.S. Government Printing Office, July 1980).

2. Community Research Forum, A National Student Competition on Adaptive Re-Use: A Shelter Care Facility (Washington, DC: U.S. Government Printing Office, August 1979).

3. See, for example, Donald J. Thalheimer, Cost Analysis of Correctional Standards: Halfway Houses (Washington, DC: U.S. Government Printing Printing Office, 1975).

4. National Council on Crime and Delinquency, MODELS, Data base on Alternatives to Imprisoning or Jailing Young People.

5. National Advisory Committee for Juvenile Justice and Delinquency Prevention, op. cit.

6. Donnell M. Pappenfort and Thomas M. Young, Use of Secure Detention for Juveniles and Alternatives to Its Use (Office of Juvenile Justice and Delinquency Prevention, December 1980).

7. National Council on Crime and Delinquency, op. cit.

POLICY CHOICE III: COMMUNITY SUPERVISION

The third policy alternative to jails for juveniles is community supervision. Specific programs contained in this policy area include home detention, intensive foster care, probation, crisis intervention centers, and family maintenance agencies. The underlying approach common to all of these programs is the assumption that the child should be maintained in a family setting, the home or origin if at all possible, or a substitute family if absolutely necessary.

To simplify the discussion we have divided community supervision programs into two categories: field supervision, and home services. In the first category are those programs in which the public agency monitors the activities of the clients, but provides little or no direct services. Traditional probation and home detention are the primary examples of such programs. In some instances caseworkers may broker services, or provide emergency assistance. But in general any special services are provided by other agencies in the community. The second category is more complicated. Programs included here operate under a variety of labels including intensive foster care, day treatment centers, family crisis intervention centers, and home-based family centered services, to name a few. They are designed for those juveniles who need various support services to avoid detention. The services may include individual or family counseling, group therapy, occupational training, crisis intervention, and a residence in a home-like atmosphere (foster care). The exact configuration of services will vary from one program to another depending upon the needs of the target population.

The differences in the attributes of the two categories of programs have significant implications for the populations each can serve, and the effective scale of operations. These, in turn, account for much of the cost differences associated with the program options.

Standards

Field Services. Table CS1, Comparative Analysis of Standards for Community Supervision: Field Services, compares the recommendations of four sets of standards on field services provision. As for the other community programs, state auspices are recommended but service provision should be decentralized. Program size was given in terms of a range or ratio because of the caseload approach, and approximates an average of about one professional for each twenty-five youths. This ratio will vary, however from 1:12-15 to 1:40-50, depending on the needs of the youth and the level of supervision required. As one set of standards comments: ". . . some juveniles may benefit tremendously from extended counseling sessions. Other juveniles cannot benefit from lengthy personal counseling but may benefit from specific vocational counseling or other specific services which require less time of the community supervisor."[1] Annual and first year staff training is unanimously recommended. Entering youths should receive a needs assessment. Education is suggested by all the standards as a necessary program component, although this would usually mean that the youth is encouraged/required to attend school. A similar recommendation appears for employment.

Table CS1

COMPARATIVE ANALYSIS OF STANDARDS FOR COMMUNITY SUPERVISION: FIELD SERVICES

Characteristics	NACJJ (1980)	NAC/TASK FORCE (1976)	IJA/ABA (1977)	CAC (1979)
Auspices				
• Statewide	(4.11, 4.31)	(24.4, 23.1)	(2.1, 6.2)	
• Locally-based				(8001)
• Not Specified				
Facility				
• Size (see staffing ratio)	(4.31)	(23.5)	(6.2)	N/A
• Located in Residents' Community	N/A	N/A	(6.2)	N/A
• Single Rooms	N/A	N/A	N/A	N/A
• Separate from Adult Facility	N/A	N/A	N/A	N/A
Population				
• Delinquents Only	N/A	(23.1)	N/A	N/A
• Temporary Placement	N/A	N/A	N/A	N/A
• Coeducational	N/A	N/A	N/A	(6107)
Staffing & Administration				
• Staff/Youth Ratio	1:25 (4.31)	1:25 (23.5)	(6.2)	N/A
• Citizen Boards	N/A	N/A	N/A	(6026)
• Annual Training	(1.428)	80 hrs (23.9)	80 hrs (3.3)	40 hrs (6055)
• First Year Training	(1.428)	120 hrs (23.9)	128 hrs (3.3)	(6054)
• Volunteers	N/A	(19.11)	N/A	(6187-6194)

Table CS1 (continued)

Characteristics	NACJJ	NAC/TASK FORCE	IJA/ABA	CAC
Programs and Services				
Intake				
• Court Decision	(4.31)	(23.2)	N/A	(6091)
• Medical Exam	N/A	N/A	N/A	(6153)
• Needs Assessment	(4.32)	(23.3)	(4.11)	(6101)
Programs				
• Contract Services	N/A	(23.1, 23.2)	(6.2)	(6100, 6104)
• Education	(4.33)	(23.2)	(6.2)	(6109, 6110)
• Recreation	N/A	(23.2)	N/A	(6127)
• Mental Health	N/A	(23.2)	N/A	N/A
• Medical Care	N/A	(23.2)	(6.2)	(6146-6164)
• Employment/Vocational	(4.33)	(23.2)	(6.2)	(6105)

Foster Care. Three sets of standards address care and are analyzed in Table CS2, Comparative Analysis of Standards for Community Supervision: Foster Care. Statewide auspices for foster care provision are again suggested. Program size is limited, and foster homes should be available in the local community. Staff training (first year and ongoing) is recommended; the use of volunteers is only mildly encouraged.

Court decisions should determine the placement of youths and education, recreation and medical care should be available to all.

Field Supervision

Programs in the field supervision category are the most familiar (and most common) and include traditional probation services. In these programs the public agency takes no responsibility for providing residential services. The youths are released back to their home or original residence. The probation officers are professionals, attached to the court or a public service agency. Their responsibilities are likely to differ for pretrial clients from their duties when adjudicated offenders are the client. The primary responsibility for the former is to loosely monitor their activities, steer them toward any treatment programs which are appropriate, and ensure they appear for court hearings. For the latter, their responsibilities are likely to be expanded to a more active role, including enforcement of all special conditions which are part of the sentence such as participation in treatment programs, and restrictions on movement. Typically, the clientele served include both those charged with status offenses and more serious violations. Caseloads are relatively large, ranging as high as 50 or 60 juveniles. For many jurisdictions this is the only community supervision program available.

Table CS2

COMPARATIVE ANALYSIS OF STANDARDS FOR COMMUNITY SUPERVISION: FOSTER CARE

Characteristics	NACJJ (1980)	NAC/TASK FORCE (1976)	IJA/ABA (1977)
Auspices			
• Statewide	(4.25, 4.11)	(24.4, 19.2)	(2.1)
• Locally-based			
• Not Specified			
Facility			
• Size	6 beds (4.25)	1-4 beds (24.4)	N/A
• Located in Residents' Community	(4.25)	(24.4)	(4.2)
• Single Rooms	N/A	N/A	(7.6)
• Separate from Adult Facilities	N/A	N/A	N/A
Population			
• Delinquents Only	N/A	(24.4)	N/A
• Temporary Placement	N/A	N/A	N/A
• Coeducational	N/A	N/A	N/A
Staffing & Administration			
• Staff/Youth Ratio	N/A	(24.4)	N/A
• Citizen Boards	N/A	N/A	N/A
• Annual Training	25 hrs (4.251)	80 hrs (19.10)	(7.10)
• First Year Training	12 hrs (4.251)	80 hrs (19.10)	(7.10)
• Volunteers	N/A	(19.11)	N/A
Programs and Services			
Intake			
• Court Decision	(4.25)	(24.4)	(7.10)
• Medical Exam	N/A	N/A	N/A
• Needs Assessment	N/A	(24.6)	(4.11)
Programs			
• Contract Services		(24.4)	
• Education	(4.252)	(24.5-7, 24.9)	(7.10)
• Recreation	(4.252)	(24.12)	(7.6)
• Mental Health	(4.252)	(24.10)	N/A
• Medical Care	(4.252)	(24.10)	(7.6)
• Employment/Vocational	N/A	(24.5-6, 24.8)	

Home detention programs are similar to traditional probation approaches in that the youths are housed in their homes rather than a publically-provided facility. However, the restrictions on behavior are much greater and they are closely monitored by the probation officer. The juveniles are usually limited in their movement, associations, and behavior outside of the home. Frequently, they are required to take part in specified treatment programs. Enforcement of these restrictions is assigned to a caseworker, usually a paraprofessional, who must maintain daily face-to-face contact with the youth, and telephone conversations with parents, teachers, and employers. Deviation from these restrictions by the juvenile must receive the prior approval of the caseworker who has the authority to send the youth to a secure detention center if he or she does not fulfill the program requirements. The requirements frequently include such things as school attendance; notification of parents, teachers, employers, or the caseworker of movements when not in the home; a strict curfew; and an absolute prohibition against drug use. Participation in the program has been limited almost entirely to short-term (30 days or less) pretrial status. The primary objective is to ensure the youths are available for court. Clients include those charged with delinquent offenses and, in some cases, status offenses. In most instances these programs serve a limited number of clients in a year.

Although the concept of home detention has existed on an informal basis for several years, the formal programs are generally of recent origin. Typical is the Home Detention Program operated by the Department of Court Services Administration, Hennepin County, Minnesota. The service was begun in 1975 using a combination of volunteers and paid professionals. It has evolved over the years until in 1981 it operated with two probation officers and no volunteers. The caseload of each is limited to a maximum of ten,

but typically average 5 - 7. The average length of stay is 16 days. Most programs are of this size, although there are significant exceptions. In Washington, D.C., the Youth Services Alternative Program is operated by the city's Department of Human Services. In fiscal year 1981 they served 518 juveniles with a total staff of 38. Youths can be assigned to the program for 90-160 days. Despite these organizational differences, the intent and operational procedures of the two programs are very much alike.

The primary target population for most home detention programs are those juveniles charged with delinquent offenses awaiting hearings. However, most programs will accept status offenders under certain circumstances, or hold some adjudicated offenders awaiting permanent placement.

Home Service Programs

Home service programs are in marked contrast to field supervision in organization, goals, and clientele served. Their primary orientation is treatment rather than surveillance. In each case it is assumed that if a juvenile population can be provided with a critical service they can avoid committing her or him to an institutional setting. The residence of preference is the juvenile's home, but foster homes are used in some programs.

It is difficult to identify the universe of programs to be included in community supervision. There is no accepted generic term which captures the variety of service and organizations operating relevant programs. In part this is a function of their recent development. A great deal of experimentation has occurred in this area over the last decade. Testimony to the experimentation going on is the absence of any standard which addresses these home-based programs, except for foster homes and probation.

Compounding the problem of identification are the auspices under which most of them operate. Most such programs are directed by private organizations, operating under contract with state and local departments. The services they offer are directed to troubled youth. As a consequence, it is sometimes difficult to recognize these programs as alternatives to jail as it is often impossible to distinguish between the services they provide to commitments by the court and those provided to other types of admissions. For example, the Homebuilder Mental Health Demonstration Project, operating in Tacoma, Washington, has as its objective "to provide an alternative psychiatric hospitalization for severely disturbed children and youth." However, part of the original justification for the program was "the shifting roles of the juvenile court and Cascadia are bringing this problem into sharp focus because detention will be an option for fewer and fewer young people who are out of control."[2] Because of this blurring of clientele, many of these programs are only tangentially associated with the justice system. A family crisis center, for example, may serve a general clientele with the juvenile court acting as only one of several agencies of origin.

Generally speaking, the wider the range of services provided, the more clearly they can be identified as juvenile justice agencies. The intensive foster care programs are a case in point. Intensive foster care programs typically are two-parent families providing supervision and individual attention to usually no more than two young people. At least one foster parent is present at all times and additional staff and clinical support are provided by the sponsoring agency.

There are a number of intensive foster care programs throughout the nation. The Intensive Detention Program in Springfield, Massachusetts includes two foster homes (as well as a receiving unit and two group homes) for juveniles charged with serious offenses, while "the Detained Youths Advocate Program consists of 17 two-bed foster homes and is designed for youths charged with less serious offenses or who, regardless of charge, are behaviorally less difficult to manage."[3] The Proctor Program operated by the New Bedford Child and Family Services social work agency provides 24-hour care and supervision for about 45 percent of the girls remanded by the courts for detention. About a dozen single, female "proctors" each make their homes available to one child at a time.

In Salem, Oregon, the "Makin' It Program" operated by the Youth Care Services, Inc., provides a foster home for sixty days to youths aged 12-17. It was created as an alternative to secure detention. During the sixty days the youth and his or her parents are provided with family counseling, group and individual counseling, and access to psychiatric and psychological services. The objective of the program is to return the youth to the family if at all possible at the end of the sixty day period. The counseling and support services may be continued for up to eight weeks after leaving the foster home.

The staff for these programs are professionals, supplemented in some instances, by volunteers. Administrative staff is usually very limited, in part because of the size of the programs, and in part because of the home orientation. Most of the programs surveyed were limited in size with 4-5 caseworkers, supplemented by 2-3 specialists in such things as education or employment, and a clinical psychologist. They are supervised by a part-time director who must also direct other programs operated by the agency.

Sample Costs - Home Supervision

The estimates of cost of home supervision programs must, of necessity, be approximated. The small number of sample programs on which to base the figures does not allow for the level of detail shown for other policy choices. Some degree of generalization is facilitated, however, by the structure of the expenditures. Unlike residential programs, the primary cost for community supervision is personnel. There are few other items of significance to take into account. By focussing on how those personnel costs fluctuate from one program to another, the planner or policymaker can apply the lessons learned in these examples to the type of program planned.

To focus the discussion, the cost analysis is limited to those programs which are most likely to be used as alternatives to jail: home detention and intensive foster care. Both sets of programs assume that special attention must be given to the juvenile to ensure appearance for hearings and to avoid further (or prolonged) contact with the system. Both home detention programs and intensive foster care programs assume the child cannot be released directly into the community without additional assistance. Release directly into the community under traditional probation supervision is a more remote alternative as its use assumes that the policy issue underlying the jailing of juveniles is misclassification of detainees rather than unavailable alternatives.

Home Detention. The cost descriptions of the four home detention programs for which complete information was available are reported in Table CS-3. Although limited in number, the four programs for which we

have complete budgets are representative of the kinds of the home detention programs which exist in this country. Three of them are relatively small programs and one operates on a much larger scale. They include two located in major metropolitan areas serving inner city populations, one suburban setting, and one rural area. Finally, they are distributed across the country with one on the east coast, one on the west, a third in the mid-west and the fourth in the southern region. They are presented as a range to provide information on actual program experience.

Personnel. The importance of personnel costs for this type of program are made clear by the figures in Table CS3. Probation officers ordinarily constitute the personnel resource for these programs. The cost per day of supervision may appear, at first glance, to be relatively high for those familiar with more traditional probation services. However, this figure is consistent with the low caseloads necessary for such a program. None of these programs permits a probation officer's caseload to exceed eight. This is in contrast to the 1:25 staff/youth ratio recommended by the standards for traditional probation services. Outlays for personnel account, at the median, for 97 percent of home detention program costs.

Nonpersonnel Costs. Most of the nonpersonnel cost is accounted for by transportation. Since face-to-face contact is required many officers find themselves in a care more than in an office. The range of these costs, however, suggests that transportation needs will vary depending on the jurisdiction. Low-density areas will incur higher transportation costs than those in which there is minimal distance between staff and clients.

Table CS3

HOME DETENTION COSTS

Program	Individual Programs 1	2	3	4	Summary Median
Personnel Cost/Client Year	$4,971	$3,903	$3,332	$1,610	$3,618
Nonpersonnel Cost/Client Year	303	37	154	973	229
Total Cost/Client Year	5,315	3,940	3,486	2,583	3,713
Cost/Day of Supervision	$25.53	$13.52	$13.03	$31.30	$19.52
Daily Capacity	16	240	40	8	28
Average Daily Population	10	210	29	2	19.5
Average Length of Stay	16	90-16	19	30	N/A

Client Costs. There are three ways to examine client cost. The first, client year cost, is the median annual outlay required to provide services to one client for one year, or conversely, the resources necessary to make services available to one client each day for one year. Because of the small sample, a median -- the midpoint of the budgets -- was used, rather than an average which might be distorted because of the one low case. For the programs surveyed, the median client year cost was $3,713, or about $20.00 per day of supervision. Variation may arise because regional differences (see Table I4 and the appendix for variations in probation officer compensation); program scale (smaller programs will have underutilized administrative resources); and because of differences in supervision and client services. A jurisdiction located in a high-salary area, operating a small program with difficult clients would tend to have costs closer to the higher end of the range.

Client day costs are useful solely as planning figures since they are a construct derived from a total program cost. Should one jurisdiction plan to purchase services from another, this figure would be useful as an indicator of an appropriate per diem reimbursement. Similarly, should a planned program exhibit significantly higher daily (or annual) costs, this figure could serve as a cross-check on staff and other resource allocations. Inspection of other programs suggests that the $20.00 daily supervision cost is a reasonable planning figure. It is consistent with the estimates provided by states in the survey which identified home detention as a program option.

Cost/intervention was not calculated because of the limited data set and because the average length of stay will depend on specific client characteristics and jurisdictional preferences about supervision. However, the data suggest that most youths receive at least 2½ weeks of supervision, although in at least one case, the average length of stay was three months. When jurisdictions are planning for their own juvenile population, such information will be critical in order to implement the appropriate number of programs For example, a program in which the average length of stay is fifteen days can accommodate, annually, twice as many youths than one in which the average length of stay is thirty days.

Sample Costs - Home Based Services

The variety of programs which provide home-based services relevant for juvenile justice complicates any effort to develop general cost estimates. A major consideration in such an enterprise is to determine whether the courts are a major source of clientele, as well as the level of services required to maintain the juvenile in a noninstitutional setting. Table CS4 presents the cost figures for the home-based services programs in our sample. To facilitate consideration of the costs, the programs are grouped according to the level of services provided, from minimal to intensive.

The programs in the first category are responsible for recruiting, training, and supervising foster homes. They are private organizations, operating under contract with local and state juvenile probation departments. They serve as an intake unit for the foster care program, screening incoming juveniles and matching them up with the appropriate parents.

Table CS4

HOME BASED SERVICES

	Foster Home Recruitment and Supervision Cost/Home		Therapy Programs Cost/Client Year		Intensive Foster Care Programs Cost/Client Year			
	5	6	7	8	9	10	11	12
Personnel	$1,188	$1,640	$18,359	$37,377	$12,182	$ 6,238	$12,729	$14,751
Nonpersonnel	316	334	3,008	6,016	2,607	4,175	8,045	11,375
Parent Stipend	*	*	**	**	2,304	8,037	4,580	4,019
Total	1,786	1,974	21,367	43,393	17,129	18,449	25,353	30,144
Cost/Day of Supervision	N/A	N/A	$63.59	$118.88	$50.75	$51.24	$70.43	$83.73
Capacity	100	15	6	3	8	4	4	4
Average Length of Stay			28	42	60	120	120	12o

* Stipends provided directly by state and local governments.

** Youth ordinarily resides at own home.

Both programs are oriented toward short-term care -- less than a year-- rather than providing long-term treatment. The clients include both status offenders and youths judged delinquent. All direct services required by the clients are provided by other social service agencies in the community. Both programs include diagnostic services by the private vendors in support of the public agency work. Finally, the stipends for the foster parents are provided by the state and local governments directly.

The two therapy programs are directed toward juveniles who are in their own homes. If a foster home is required, state agencies assume responsibility for placing the child. Both of these programs rely on intensive therapy sessions on a short-term basis to keep the child in the home. The difference in cost is directly accounted for by the variation in the client population. Program 7 is directed toward status offenders and as much attention is given to the family as to the child. Therapists are on call 24-hours a day, in addition to regularly scheduled sessions. Each therapist has a caseload of 2-3. The second program in this category is a more intensive version of the first. Its principle target population are mental health clients rather than juvenile justice. Each therapist has a caseload of one which explains the high cost of the program. In each case, the orientation is toward keeping the juvenile in the community, preferably in the home, and out of a secure setting. They specifically target those youths who would have been sent to a detention home or mental institution as incorrigibles or as mentally unstable, had such services not existed.

The intensive foster care programs have many of the attributes of the therapy category, but with the added responsibility of providing a home-

like atmosphere. All four programs are directed toward delinquents. The difference in cost between program 9 and 10 on the one hand, and program 11 and 12 on the other hand, are a reflection of the relative use of professionals as opposed to foster parents. In the two more expensive programs professional social workers have been substituted for the more traditional foster parents. This has significantly increased the overall cost of the program. Part of the explanation for this substitution lies in a reported difficulty in recruiting foster parents who will care for delinquents in these two areas. This reluctance may be reinforced by the orientation of these two programs as both are particularly targeted on the more serious offenders.

Two further points regarding these programs should be noted. First, all of these programs are very small in scale. Whether it is possible to increase the size of this kind of service without seriously undermining program effectiveness has not yet been tested. Several states have reported plans either to institute, or expand on, foster care programs to accommodate delinquent children.

The second point to be made is the direct relationship between the cost of the program and the level of services offered. This, in turn, is directly related to the kind of population which can be served by home-based care. The programs reported on here are oriented toward some of the more difficult types of children to remove from a jail setting.

Summary

This review of community supervision programs illustrates the wide range of alternatives available to the juvenile jail population. These

alternatives focus on placing the juvenile in a home setting, supplemented as necessary with specialized services and intensive treatment. Many providers already exist, offering services to nonjuvenile justice system youth. Jurisdictions may well be able to tap existing programs as they remove juveniles from jail. The expense of any of the community service options described in this section is directly related to service provision. It remains for each jurisdiction to determine the service levels necessary for adequate treatment of its jailed juveniles. Removal is not costless, but it is useful to remember that something different -- and presumably superior to jail detention -- is being bought. Jurisdictions seeking to minimize removal costs will need to carefully evaluate their juvenile jail populations in order to determine the necessary supervision levels and service provisions.

Footnotes

1. Standard 4.31. See National Advisory Committee for Juvenile Justice and Delinquency Prevention, Standards for the Administration of Juvenile Justice (Washington, DC: U.S. Government Printing Office, July 1980).

2. Homebuilders Mental Health Demonstration Project, Final Report (Washington, DC, 1980).

3. Donnell M. Pappenfort and Thomas M. Young, Use of Secure Detention for Juveniles and Alternatives to Its Use (Office of Juvenile Justice and Delinquency Prevention, December 1980).

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APPENDIX I-1

CORRECTIONAL OFFICER

This is correctional work in maintaining order and directing the conduct of inmates in a State correctional institution. An incumbent escorts inmates within the area of an institution, conducts searches of inmates and their living quarters for control of contraband and for cleanliness and sanitation, and stands watch on an armed post or patrols grounds. Supervision is received through regulations and oral instructions of supervising officers who review work by inspections. This class usually requires some work experience and the equivalent of a high school education.

Alaska	$20772-24696(a,z)
California	18200-20900
Michigan	14094-16140(a,z)
Wyoming	14004-21732(a)
Colorado	13896-18624
Pennsylvania	13833-17860
Connecticut	13753-16663(a)
Alabama	13643-16038(z)
Massachusetts	13557-16287(z)
Arizona	13468-17225
New York	13411-15726(a,z)
Washington	13344-17076(z)
Utah	13342-19460
Rhode Island	13010-14832(a)
Minnesota	13008-15994
Wisconsin	12833-15553
New Jersey	12769-17243
Oregon	12720-15456
Texas	12612-15808(a,z)
Illinois	12552-15708
District of Columbia	12531-16293
Maryland	12450
Nevada	12285-16797(a)
Iowa	11710-16598
Hawaii	11556-14220(a)
Kansas	11472-13980(a)
Delaware	$11390-17340
New Hampshire	11378-13366(a,z)
Indiana	11284-17082
Nebraska	11133-15637
Virgin Islands	11084-14145
Idaho	11040-14796(a)
Tennessee	10980-14472
Maine	10795-12646
South Dakota	10774-15911
Missouri	10632-13860
New Mexico	10620-17700(z)
North Dakota	10620-15684
Montana	10574-14025(a)
Oklahoma	10560-13800(z)
North Carolina	10476-14868(a)
Virginia	10270-14030
South Carolina	10213-14474
Mississippi	10020-16140(z)
West Virginia	9852-15408(d)
Florida	9771-12695(z)
Louisiana	9504-14664
Georgia	9468-12294(a,d,z)
Kentucky	9384-17700
Arkansas	9256-13494
Ohio	9048-11338(a)
Vermont	8736-13858

Mean Minimum Salary - $11918
Mean Maximum Salary - $15788

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Footnote explanations on pages ix - xi.

CORRECTIONAL SUPERINTENDENT

This is high level administrative work of unusual difficulty in planning, organizing, and directing all activities carried on within a large adult correctional institution. The incumbent assumes responsibility for the security and welfare of all residents and employees of the institution. Work is performed under administrative direction and is reviewed for compliance with laws, policies, and agency objectives. This class usually requires the equivalent of college level training and extensive experience in corrections, including some responsible supervisory experience.

District of Columbia	$40832-50113
Oregon	39864
New York	36700-47800
Connecticut	36282-44536(a,z)
California	35856-45444
Alaska	34812-41556(a,z)
Wisconsin	33429-46464
Michigan	33282-40632(a,z)
Utah	33157-49421
Indiana	32630-50726
Idaho	32385 (a)
South Dakota	31136
Rhode Island	31104-35980(a)
Washington	30888-39540(z)
Wyoming	30888-47916(a)
New Jersey	30737-41489
Arizona	30438-41323
Minnesota	30151-40152
Iowa	30014-40298
Kansas	30000-40068(a)
Montana	29888-36936(a)
New Mexico	29688-39012
Colorado	28908-38724
Maryland	28561-37516
Pennsylvania	28069-36108
Illinois	27216-41088
Virgin Islands	$27000
Nevada	26639-37089(a)
Massachusetts	26386-32879
Delaware	25219-40383
New Hampshire	24910-31700(a)
Georgia	24348-33096(a,d)
North Dakota	24336-35940
Florida	23719-32614(z)
Missouri	23232-30600
Nebraska	22571-32382
South Carolina	22316-31716
Alabama	22106-27259(z)
Texas	22092-31704(a,z)
Mississippi	22080-37020
Oklahoma	22044-29376(a)
Louisiana	21996-31752
Hawaii	21936-27624(a)
Maine	21736-28932
Virginia	20960-28630
Tennessee	20916-30144
Kentucky	20484-37500
Vermont	20332-33514
Ohio	18803-26957(a)
North Carolina	18612-27132(a)
Arkansas	11986-17420

Mean Minimum Salary - $27327
Mean Maximum Salary - $36384

No comparable class within scope of definition reported for the following: West Virginia.

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Footnote explanations on pages ix - xi.

EMPLOYMENT COUNSELOR

This is professional employment counseling work at the fully trained level, involving the assessment of applicant skills and abilities and counseling of applicants in making suitable occupational choices or in adjusting to employment they have already chosen. Employees typically maintain cooperative relationships with schools, with health or vocational rehabilitation and other agencies providing services that may be required to prepare job seekers for employment and follow up on the adjustment of counseled applicants. Employees normally work under direct supervision of an employment security supervisor and receive technical guidance and direction in counseling techniques, methods, and procedures from a functional supervisor. This class usually requires the equivalent of a bachelor's degree plus graduate courses in counseling or counseling-related fields and some experience in counseling, or a master's degree in counseling. (Trainee classes are excluded.)

Alaska	$25584-30672(a,z)
District of Columbia	20611-26794
Utah	18520-27019
California	17800-21400
Wisconsin	17282-22555
Michigan	17142-20587(a,z)
Wyoming	16236-25188(a)
Idaho	15540-20820(a)
Alabama	15419-19388(z)
Arizona	15406-20284
Nevada	15346-21110(a)
Colorado	15324-20544
New York	14680-17280
Iowa	14602-18949
Illinois	14580-18564
Maryland	14482-19008
Kansas	14316-18084(a)
Connecticut	14311-17293(a)
Pennsylvania	14142-18328
New Jersey	14078-19004(b)
Hawaii	14052-17508(a)
Indiana	13988-21008
Minnesota	13885-17664
Rhode Island	13869-15995(a)
Oklahoma	13800-18288(a)
Montana	13570-17936(a)
Texas	$13464-16980(a,d,z)
Maine	13353-17264
Delaware	13311-20815
Missouri	13056-16968
North Carolina	12996-18612(a)
South Carolina	12922-18315
Massachusetts	12880-15470
South Dakota	12738-19099
New Hampshire	12680-15358(a)
Nebraska	12476-17552
Mississippi	12420-20580(a)
Georgia	12294-16470(a,d)
North Dakota	12288-18156
Virginia	12280-16770
Florida	12110-15994(z)
Washington	12084-15468(z)
Ohio	11980-15579(a)
New Mexico	11712-19500
Vermont	11570-18330
West Virginia	11436-18516
Louisiana	11064-17184
Tennessee	10980-15612
Arkansas	9802-14274
Kentucky	9384-17700
Virgin Islands	8966-11215

Mean Minimum Salary - $13898
Mean Maximum Salary - $18805

No comparable class within scope of definition reported for the following: Oregon.

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Footnote explanations on pages ix - xi.

CLINICAL PSYCHOLOGIST

This is professional psychology work at the fully trained level in providing clinical psychology services in a hospital, clinic, or similar medical care facility. Work is performed individually or as a member of a treatment team, with considerable responsibility for the exercise of independent professional judgment in diagnosing and treating mentally or emotionally disturbed persons. Program guidance usually is provided by a higher level clinical psychologist or psychiatrist. Duties typically include interviewing patients; selecting and administering psychological tests; interpreting and evaluating test results in formulating a diagnosis; developing a therapy plan and providing appropriate therapeutic services such as individual or group psychotherapy. This class does not include (1) clinical psychologists who are regularly assigned administrative responsibility for a clinical psychology program or (2) are primarily engaged in teaching or research. This class usually requires the equivalent of a doctor's degree in clinical psychology, plus completion of an approved internship in clinical psychology or an equivalent period of supervised experience.

Alaska	$36660-43776(a,z)
District of Columbia	29375-38166
California	25800-31100
Texas	25300 (a)
Wisconsin	23488-30281(z)
Nevada	23168-32168(a,b)
Utah	22863-33345
Maryland	22673-29781
Idaho	21864-29292(a)
Oregon	21792-27792
Michigan	21631-26559(a,z)
Arizona	21078-28644
Colorado	21000-28128
Pennsylvania	20910-26973
Wyoming	20808-32268(a)
Maine	20654-27123(b)
Connecticut	20578-25001(a)
Louisiana	20544-30432
Rhode Island	20532-23330(a)
Kansas	20268-26076(a)
Indiana	20150-30134
Mississippi	20040-33540
Minnesota	19648-26330
North Carolina	19476-28452(a)
Missouri	19404-25452
Washington	$19320-24732
Montana	19286-25400(a)
New York	19210-23620
Tennessee	19128-27504
New Hampshire	19061-23400(a)
Nebraska	18873-26951
Illinois	18852-24528
Georgia	18756-25458(a)
Kentucky	18588-34980(b)
South Carolina	18392-26068
Hawaii	18324-22980(a)
Oklahoma	18288-24228(a)
Iowa	18179-23670(b)
North Dakota	18156-26820
New Jersey	17969-24756
Delaware	17628-27011
Massachusetts	17411-21392(z)
Florida	17246-23281(z)
Ohio	17139-23920(a)
West Virginia	16464-26904
Vermont	16146-26338
Virginia	16040-21910
South Dakota	16000-25000
Virgin Islands	15940-20031
Arkansas	14846-21580

Mean Minimum Salary - $20097
Mean Maximum Salary - $27229

No comparable class within scope of definition reported for the following-
Alabama, New Mexico.

Footnote explanations on pages ix - xi.

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REGISTERED NURSE

This is the professional beginning level class for nursing work in a hospital or clinic. Incumbents in this class perform general nursing activities in wards or special units for the physically or mentally ill. They assist in the examination and treatment of patients under the direction of attending physicians or nurses of higher rank. Incumbents may be responsible for files, records, and reports, and usually have nursing assistants and attendants as support personnel. This class usually includes no supervisory duties except when relieving a nurse of higher rank. It requires graduation from an accredited school of nursing and State licensure or certification. Some States permit the license to be acquired during the probationary period.

Alaska	$20772-24696(a,z)	Hawaii	$12504-15456(a)
California	17000-20400	North Carolina	12468-17820(a)
Oregon	15024-18780	South Carolina	12424-17610
Kansas	14964-18888(a)	Mississippi	12420-20580
Michigan	14793-18144(a,z)	New York	12395-14660(b,d)
Wyoming	14712-22824(a)	Washington	12384-14364(z)
Wisconsin	14351-18339	Louisiana	12372-18492(b)
Minnesota	14244-18564	Maine	12355-15828
Arizona	14133-17229(b)	Virginia	12260-16770
District of Columbia	13925-18101	Delaware	12178-19078
Alabama	13656-16522(z)	Pennsylvania	12049-15413
Connecticut	13636-16534(z)	Missouri	11988-15528(b)
Montana	13570-17936(a)	Oklahoma	11952-15912(a)
Colorado	13536-18144	Tennessee	11940-15612
Maryland	13455-17646(b)	Georgia	11832-15792(a,z)
Nevada	13425-18396(a,b)	Nebraska	11798-16554
Rhode Island	13406-15399(a)	New Mexico	11712-19500
Iowa	13395-17430(b)	New Hampshire	11497-13731(a,z)
Utah	13342-19460	West Virginia	11436-18516
Massachusetts	12880-15470(b)	North Dakota	11160-16464
Indiana	12792-19396	Ohio	11107-14165(a)
Idaho	12780-17136(a)	Florida	10878-14261(z)
New Jersey	12769-17243	Arkansas	10426-15158
South Dakota	12738-19099	Virgin Islands	10019-12528
Illinois	12648-16296	Vermont	9646-15288
Texas	12612-15888(a,z)	Kentucky	9384-17700

Mean Minimum Salary - $12830
Mean Maximum Salary - $17245

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Footnote explanations on pages ix - xi.

SOCIAL SERVICE WORKER

This is social service work at the beginning level. An employee in this class, after a brief orientation, is expected to carry under close supervision a full caseload providing family and children's social service counseling. This class usually requires the equivalent of graduation from college. (States which continue to include in this class determination of eligibility for assistance are footnoted (m).)

Alaska	$20772-24696(a,z)
Michigan	15054-18311(a,z)
Wisconsin	14956-19262
California	14900-17900
Wyoming	14004-21732(a)
Illinois	13956-17712(m)
Minnesota	13885-17038
Kansas	13704-17292(a)
Idaho	13416-17988(a)
New Jersey	13408-18099
Rhode Island	13406-15399(a)
Utah	13342-19460
Oklahoma	13140-15120(a)
Pennsylvania	12968-16743
Nevada	12842-17577(a)
Maine	12833-16515(m)
Oregon	12720-16236
Arizona	12630-16125
Texas	12512-15888(a,z)
Montana	12471-16503(a)
Iowa	12293-15933
Massachusetts	12260-14465(z)
Washington	12084-15468(z)
South Carolina	11947-16933(m)
Connecticut	11850-14490(b)
Indiana	11778-17784(m)
Alabama	$11598-14100(m,z)
Missouri	11496-14856(m)
North Carolina	11436-17028(a)
Delaware	11390-17340
District of Columbia	11243-14618
Virginia	11230-15340
North Dakota	11160-16464
Nebraska	11133-15637(m)
Louisiana	11064-17184
Maryland	10948-14274
Colorado	10884-14592
Hawaii	10850-13452(a,m)
South Dakota	10774-15911
Tennessee	10512-15036
New Hampshire	10460-12691(m)
West Virginia	10452-16872
Ohio	10358-12730(a)
Florida	10314-13467(z)
Georgia	10140-13386(a,d,m)
New Mexico	10128-16824
Mississippi	10020-16140
Virgin Islands	9723-12243
Vermont	9646-15288
Arkansas	9256-13494
Kentucky	8520-16056

Mean Minimum Salary - $12039
Mean Maximum Salary - $16190

No comparable class within scope of definition reported for the following: New York.

Footnote explanations on pages ix - xi.

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GRADUATE SOCIAL WORKER

This is the beginning level for the graduate trained social worker. An employee in this class provides professional social services, involving the application of social work theory, principles, techniques, and practices in both the diagnosis and treatment of adults, children, or adolescents manifesting complex emotional, social, or mental disorders, and in the development of community-based resources for rehabilitation. An incumbent may supervise and coordinate placement of children, adolescents, and adults in foster or family care homes; and may participate as a professional member of a mental health treatment team, recommending, developing, and providing appropriate social services required in the successful treatment of patients; and may supervise social service workers, students, or clerical personnel. This class usually requires a master's degree from a school of social work.

Alaska	$25584-30672(a,z)
California	19500-23500
Indiana	17914-26598
Wisconsin	17282-22565
Idaho	17136-22956(a)
Utah	16349-23970
Wyoming	16236-25188(a)
Michigan	15994-19251(a,z)
Kansas	15636-19740(a)
Arizona	15406-20284
Minnesota	15368-20379
Massachusetts	15079-18389(z)
Connecticut	15033-18089(a)
Rhode Island	14928-17451(a)
New Jersey	14782-19959
Montana	14763-19493(a)
Washington	14724-18852(z)
Virginia	14670-20040
Iowa	14602-18949
Illinois	14580-18564
Tennessee	14472-19200
Texas	14388-18132(a,z)
Missouri	14232-18540
North Dakota	14232-21024
Pennsylvania	14142-18328
Alabama	$14100-17155(z)
Hawaii	14052-17508(a,m)
Nevada	14032-19251(a)
Oregon	13992-17916
District of Columbia	13925-18101(m)
North Carolina	13572-19476(a)
Maryland	13455-17646
Maine	13353-17264
Louisiana	13248-19380
Colorado	13236-17736
Oklahoma	13140-17424(a)
Georgia	12816-17190(a,b)
New Hampshire	12747-15503(a)
West Virginia	12516-20304
Nebraska	12476-17552(m)
Delaware	12178-19078
Ohio	11981-15579(a)
South Dakota	11715-17433
Vermont	11570-18330
Virgin Islands	11514-14034
Florida	11463-15075(z)
Arkansas	11128-16224
Mississippi	10860-17820
Kentucky	10344-19512

Mean Minimum Salary - $14295
Mean Maximum Salary - $19237

No comparable class within scope of definition reported for the following: New Mexico, New York, South Carolina.

Footnote explanations on pages ix - xi.

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SOCIAL SERVICE SUPERVISOR

This is social service work involving the immediate supervision and development of a small group of social service workers. An employee in this class is a supervisor in a local agency or in a district office of a State agency, but does not perform duties that are primarily of an administrative nature. This class usually requires the equivalent of training in a graduate school of social work and some experience in providing social services. (States which continue to include in this class supervision of income maintenance eligibility work are footnoted (m).)

Alaska	$29580-35436(a,z)	Colorado	$15324-20544
California	21400-25800	Massachusetts	15079-18389(z)
District of Columbia	20611-26794	South Dakota	15060-22921(m)
Utah	20545-29983	Alabama	14988-18635(m,z)
Wisconsin	19936-27710	New Hampshire	14979-18375(a)
Michigan	19815-25536(a,z)	North Carolina	14868-21420(a)
Idaho	18888-25308(a)	Montana	14763-19493(a)
Wyoming	18828-29196(a)	Iowa	14747-18928
Hawaii	18324-22980(a,m)	South Carolina	14535-20601(m,z)
Minnesota	17844-26592(z)	Louisiana	14400-22620
Illinois	17592-26040	Maine	14359-18928(m)
Nevada	17577-24271(a)	Delaware	13311-20815(m)
Pennsylvania	17526-22807	Nebraska	13234-18701
Washington	17508-22404(z)	Missouri	13056-16968
Connecticut	17395-20706(a)	Vermont	13026-20618
New Jersey	17113-23105	Arkansas	12922-18824
Kansas	17076-21960(a)	Tennessee	12900-17928
Oregon	17040-21792	Florida	12820-16998(z)
Arizona	16653-21897	Georgia	12816-17190(a,d)
Texas	16416-20700(a,m,z)	Kentucky	12576-23712
Virginia	16040-21910	Oklahoma	12540-16632(a)
North Dakota	15684-23172	New Mexico	12300-20472
Maryland	15591-20473	Virgin Islands	11910-15018
Ohio	15579-20717(a)	West Virginia	11436-18516
Rhode Island	15494-18187(a)	Mississippi	11340-18720

Mean Minimum Salary - $15907
Mean Maximum Salary - $21749

No comparable class within scope of definition reported for the following: Indiana, New York.

Footnote explanations on pages ix - xi

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PROBATION AND PAROLE OFFICER

This is the professional beginning level in correctional work, involving juvenile or adult probationers and parolees. Incumbents in this class are responsible for making routine pre-sentence and pre-hearing investigations for the use of judicial or correctional officials in probation and parole proceedings. Work also involves supervising released offenders, preparing periodic reports on their activities, and recommending remedial action when appropriate. Work is performed under the general supervision of judicial or correctional officials. This class usually requires the equivalent of graduation from college with some specialized study in corrections, sociology, or a related field.

California	$23000-27700
Alaska	20772-24696(a,z)
New York	17320-20295(z)
Michigan	17142-20587(a,z)
New Hampshire	16965-20690(a,z)
Wyoming	16236-25188(a,c)
Maine	15496-20030(z)
Rhode Island	15494-18187(a)
Alabama	15486-18083(z)
Connecticut	15152-18218(a)
Massachusetts	15079-18389
Wisconsin	14956-19262
Iowa	14602-18949
Pennsylvania	14417-18694
Arizona	14399-18455(d)
Texas	14388-19132(a,z)
New Jersey	14078-19004
Minnesota	13885-17038
Kansas	13704-17292(a)
Utah	13342-19460
Illinois	13308-16800
Colorado	13236-17736
Oklahoma	13140-17424(a)
Nevada	12842-17577(a)
Indiana	12792-19396(z)
South Dakota	12738-19099
Nebraska	$12476-17552
Montana	12471-16503(a)
Mississippi	12420-25080
Washington	12384-15852(z)
Hawaii	12336-15336(a)
Georgia	12294-16470
North Dakota	12288-18156
Virginia	12280-16770
Oregon	12240-15456
Idaho	12168-16320(a)
Missouri	11988-15528
Ohio	11980-15579(a)
North Carolina	11940-17820(a)
Vermont	11570-18330
Louisiana	11496-17628
South Carolina	11487-16305
Delaware	11390-17340
District of Columbia	11243-14618
Maryland	10948-14274
Florida	10878-14261(z)
New Mexico	10620-17700
Tennessee	10512-14472
West Virginia	10452-16872
Kentucky	10344-19512
Arkansas	9802-14274
Virgin Islands	8966-11215

Mean Minimum Salary - $13326
Mean Maximum Salary - $17992

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Footnote explanations on pages ix - xi.

SENIOR PROBATION AND PAROLE OFFICER

This is the first line of direct supervision over employees performing professional corrections work. Incumbents in this class assign cases to subordinate professionals, critically review case reports, assist in the resolution of difficult probation and parole problems, and train new staff in professional corrections techniques. The work involves considerable public contact with judges, local law enforcement officers, individual probationers and parolees, and social welfare agencies. Work is performed under the general direction of a professional superior. This class usually requires the equivalent of graduation from college with some specialized study in corrections, sociology, or a related field and considerable experience in professional corrections work.

Alaska	$29580-35436(a,z)
California	25200-30400
Michigan	21422-26630(a,z)
District of Columbia	20611-26794
Utah	20545-29963
Colorado	20544-27528
New York	20255-23620
Wisconsin	19906-27710
Illinois	19800-29304
Arizona	19527-25673
Pennsylvania	19110-24763
Rhode Island	18956-21510(a)
Wyoming	18828-29196(a)
Alabama	18362-21729(z)
New Hampshire	18311-22077(a,z)
Minnesota	18291-23594
Idaho	17988-24108(a)
Connecticut	17515-20833(a)
Massachusetts	17411-21392
Maine	17368-23067(z)
Oregon	17364-22200
New Jersey	17113-23105
Missouri	16968-22224
Maryland	16791-22054
Iowa	16682-21507
Mississippi	16500-27660
Texas	$16416-20700(a,z)
South Dakota	16375-25108
Washington	16250-20808(z)
Nevada	16053-22114(a)
Oklahoma	15912-20988(a)
Delaware	15900-24610
Kansas	15036-19740(a)
Ohio	15579-20717(a)
Vermont	15208-24726
North Dakota	14940-22068
North Carolina	14868-21420(a)
Montana	14763-19493(a)
Georgia	14520-19572(a)
Louisiana	14400-22620
New Mexico	14256-23700
Nebraska	14032-19835
Indiana	13988-21008(z)
South Carolina	13976-19809
West Virginia	13704-22296
Florida	13613-18102(z)
Virginia	13420-18340
Kentucky	12576-23712
Arkansas	11986-17420
Tennessee	11940-16176
Virgin Islands	11910-15018(c)

Mean Minimum Salary - $16927
Mean Maximum Salary - $23031

No comparable class within scope of definition reported for the following: Hawaii.

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Footnote explanations on pages ix - xi.

APPENDIX I-2 BUILDING COST INDEX

CITY	DATE	% OF NYC
Akron, OH	1981 March	85
Albany, NY	1981 March	84
Albany, OR	1981 March	97
Albuquerque, MN	1981 March	81
Allentown, PA	1981 March	85
Atlanta, GA	1981 March	77
Atlantic City, NJ	1981 March	85
Augusta, ME	1981 March	76
Aurora, IL	1981 March	86
Austin, TX	1981 March	86
Baltimore, MD	1981 March	82
Bangor, ME	1981 March	75
Baton Rouge, LA	1981 March	81
Beaumont, TX	1981 March	84
Billings, MT	1981 March	85
Binghamton, NY	1981 March	78
Birmingham, AL	1981 March	82
Bismarck, MD	1981 March	81
Boise, ID	1981 March	81
Borger, TX	1981 March	81
Boston, MA	1981 March	89
Bridgeport, CT	1981 March	83
Brunswick, GA	1981 March	72
Buffalo, NY	1981 March	90
Burlington, NC	1981 March	69
Burlington, VT	1981 March	80
Butte, MT	1981 March	89
Camden, AR	1981 March	88
Cedar Rapids, IA	1981 March	90
Champaign, IL	1981 March	94
Charleston, SC	1981 March	78
Charleston, WV	1981 March	87
Charlotte, NC	1981 March	69
Chattanooga, TN	1981 March	74
Cheyenne, WY	1981 March	89
Chicago, IL	1981 March	92
Cincinnati, OH	1981 March	93
Clarksburg, WV	1981 March	82
Cleveland, OH	1981 March	101
Colorado Springs, CO	1981 March	85
Columbia, MD	1981 March	75
Columbia, SC	1981 March	71
Columbus, OH	1981 March	90
Covington, VA	1981 March	70
Cumberland, MD	1981 March	82
Dallas, TX	1981 March	87
Dayton, OH	1981 March	89
Denver, CO	1981 March	92
Des Moines, LA	1981 March	86
Detroit, MI	1981 March	104
Duluth, MN	1981 March	82
East Orange, NJ	1981 March	88
Elizabeth, NJ	1981 March	88
Elmira, NY	1981 March	79
El Paso, TX	1981 March	75
Evansville, IN	1981 March	89
Fall River, MA	1981 March	88
Fargo, ND	1981 March	93
Flint, MI	1981 March	92
Fort Smith, AR	1981 March	85
Fort Wayne, IN	1981 March	85
Fort Worth, TX	1981 March	83
Fresno, CA	1981 March	91
Grand Rapids, MI	1981 March	93
Greensboro, NC	1981 March	69
Greenville, SC	1981 March	68
Hackensack, NJ	1981 March	88
Hagerstown, MD	1981 March	80
Harrisburg, PA	1981 March	82
Hartford, CT	1981 March	83
Hempstead, NY	1981 March	86
Honolulu, HI	1981 March	95
Houston, TX	1981 March	88
Idaho Falls, ID	1981 March	91
Indianapolis, IN	1981 March	88
Jackson, MS	1981 March	73
Jacksonville, FL	1981 March	82
Jersey City, NJ	1981 March	88
Johnstown, PA	1981 March	87
Kansas City, MO	1981 March	89
Kingston, NY	1981 March	86
Kinston, NC	1981 March	71
Knoxville, TN	1981 March	74
Lafayette, LA	1981 March	80
Lancaster, PA	1981 March	80
Lansing, MI	1981 March	86
Las Vegas, NV	1981 March	94
Lawrence, MA	1981 March	81
Lewiston, ME	1981 March	78
Lincoln, NE	1981 March	79
Little Rock, AR	1981 March	77
Long Beach, CA	1981 March	108
Los Angeles, CA	1981 March	101
Louisville, KY	1981 March	79
Lowell, MA	1981 March	80
Lubbock, TX	1981 March	83
Macon, GA	1981 March	67
Madison, WI	1981 March	84
Manchester, NH	1981 March	79
Memphis, TN	1981 March	84
Miami, FL	1981 March	78
Middletown, NY	1981 March	90
Milwaukee, WI	1981 March	93
Minneapolis, MN	1981 March	93
Moline, IL	1981 March	85
Montgomery, AL	1981 March	75
Mount Vernon, IN	1981 March	86
Nashville, TN	1981 March	77

SOURCE: Dodge Building Cost Calculator & Valuation Guide

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APPENDIX II-2 BUILDING COST INDEX (cont'd.)

CITY	DATE		% OF NYC
New Bedford, MA	1981	March	84
New Britain, CT	1981	March	83
New Haven, CT	1981	March	85
New London, CT	1981	March	84
New Orleans, LA	1981	March	82
New York, NY	1981	March	100
Newark, NJ	1981	March	94
Newburgh, NY	1981	March	89
Norfolk, VA	1981	March	72
Oakland, CA	1981	March	107
Ocala, FL	1981	March	81
Oklahoma City, OK	1981	March	79
Omaha, NE	1981	March	89
Orlando, FL	1981	March	81
Passaic, NJ	1981	March	89
Paterson, NJ	1981	March	89
Pawtucket, RI	1981	March	82
Peoria, IL	1981	March	87
Philadelphia, PA	1981	March	92
Phoenix, AZ	1981	March	87
Pierre, SD	1981	March	76
Pittsburgh, PA	1981	March	92
Portland, ME	1981	March	75
Portland, OR	1981	March	99
Portsmouth, OH	1981	March	83
Poughkeepsie, NY	1981	March	87
Providence, RI	1981	March	83
Pueblo, CO	1981	March	84
Racine, WI	1981	March	88
Raleigh, NC	1981	March	69
Rapid City, SD	1981	March	76
Reading, PA	1981	March	82
Redding, CA	1981	March	100
Richmond, VA	1981	March	76
Riverhead, NY	1981	March	94
Roanoke, VA	1981	March	72
Rochester, NY	1981	March	89
Rockford, IL	1981	March	93
Sacramento, CA	1981	March	106
St. Louis, MO	1981	March	91
St. Paul, MN	1981	March	92
Salina, KS	1981	March	77
Salisbury, MD	1981	March	84
Salt Lake City, UT	1981	March	81
San Antonio, TX	1981	March	83
San Diego, CA	1981	March	103
San Francisco, CA	1981	March	111
Savannah, GA	1981	March	73
Scranton, PA	1981	March	83
Seattle, WA	1981	March	94
Shreveport, LA	1981	March	82
South Bend, IN	1981	March	82
Spokane, WA	1981	March	92
Springfield, IL	1981	March	84
Springfield, MA	1981	March	81
Syracuse, NY	1981	March	88
Tallahassee, FL	1981	March	72
Tampa, FL	1981	March	80
Toledo, OH	1981	March	96
Topeka, KS	1981	March	83
Trenton, NJ	1981	March	86
Tucson, AZ	1981	March	86
Tulsa, OK	1981	March	82
Utica, NY	1981	March	85
Washington, DC	1981	March	85
Waterbury, CT	1981	March	86
Wausau, WI	1981	March	86
Wheeling, WV	1981	March	78
White Plains, NY	1981	March	98
Wichita, KS	1981	March	82
Wilmington, DE	1981	March	82
Wilmington, NC	1981	March	72
Worcester, MA	1981	March	85
Yonkers, NY	1981	March	94
Youngstown, OH	1981	March	89

SOURCE: Dodge Building Cost Calculator & Valuation Guide

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CHAPTER III: STATE SURVEY RESULTS

In accordance with the Congressional mandate, the 50-state survey attempted to collect information from the states in three distinct, yet related areas: existing juvenile populations; costs of removal; and ramifications of removal. The first of these three areas, the population data, given its limitations, is more empirically valid than the projected costs and effects of removal. This is to be expected as these data are intended to reflect the present status of jailing of juveniles rather than a future outcome.

The population data requested in accordance with removal requirements included the following methodological categories: (see Appendix P1, Form 1)

- arrests over the six month period (January through June 1981);
- jail/lockup detention population figures as of a given day during the above specified period or an ADP over the same time frame;
- number of releases for any month during the above six month period;
- length of stay for those juveniles released during the given month (this variable was further divided into categories of 0-6 hours, 7-12, 13-24, 1 day - 7 days, and over 7 days).

Each of these statistics was requested for alleged delinquents (both serious and other offenses) as well as status offenders (including violation of court order, other status offenses, and non-offenders) in order to coincide with the definitions established by the JJDP Act.

Once the number of juveniles arrested and detained was ascertained, the next step on the survey was to explore the range of potential alternatives, their existing capacities, and the extent of their utilization

(see Appendix P1, Forms 2 and 3). A number of suggested alternative placements were provided on these forms. The variables requested for each included:

- daily capacity (as of a given day in 1981)
- number of juveniles placed in this setting (during same time frame)
- number of vacancies
- average length of stay in days.

Finally, states were asked to make alternative assignments of those juveniles currently held in adult jails to appropriate non-jail placements. Where existing jail populations exceeded capacities and vacancies of alternatives, the states were required to project which alternatives would be most appropriate to expand. This "alternative assignment" category is intended to represent critical policy choices and was used as the basis for developing the subsequent cost data.

ASSUMPTIONS

Before reporting the actual results of the survey, several key assumptions made by the states are of significance and should be noted here. First, there are problems of definition in the way different states define their populations (age, offense category, etc.). Second, there are problems of sampling whereby states relied on a variety of sources to assemble these data (sample sizes used varied from 100% down to only 10%). Third, some states provided data for a different year or time period than was requested in the survey. (In several cases, 1980 data had already been compiled and was more comprehensive than 1981.) This raises problems of comparability of the data. Fourth, certain of the data elements requested were just unavailable, e.g., several states do not maintain data on juveniles held in jails less than six hours. In addition, certain

information on possible alternatives was either sketchy or could just not be broken out separately, i.e., foster care. Likewise, data on juveniles held in lockups were not always available. Finally, the various reporting systems currently do not enable adequate distinction between a person placed once in an adult jail or lockup from those persons placed more than once during a reporting period or the same person who is in different stages of the process (e.g., before or after adjudication).[1] Thus, given these limitations described herein, caution should be exercised in the use of the data provided, especially for purposes of generalizing to a larger population. Generally, references to individual state reports would be preferable to relying on aggregated data.

In addition to those assumptions made by the states, one assumption germane to the survey itself should be explicit; that is, the instrument was designed to identify only those juveniles to be removed from jail. Thus, juveniles who may have been placed in jail, but were not so placed due to overcrowding or some other factor were not captured in this survey.

FINDINGS

Reiterating that only 35 of the 50 states[2] had reported as of the deadline for the return of the survey, population data on juvenile arrests and jail detention are distributed as shown in Table 1.

As the table shows, the total number of juvenile arrests for the period (January-June of 1981) is 476,719. Of this amount, nearly 85% were for delinquent offenses, while the remaining arrests were primarily for status and related offenses. The number of juveniles detained in adult facilities (for any given day during that period) was 1,778. For a given month

during the first half of 1981, approximately 9,300 were released. Of those releases reported, it appears that the majority of juveniles detained are released within six hours. Thus, based upon the response from the state surveys, one can sense the magnitude of the problem that still persists.[3] While average length of stay for those juveniles in jails cannot easily be determined, it is difficult to realize the precise extent of the problem.

Table 1

FORM 1: JUVENILE ARRESTS AND DETENTION POPULATIONS
(Aggregated Totals)

	Delinquency		Status Offenses			
	Serious Offenses	Other Offenses	Other Status Offenses	Violation Court Ord.	Non-Offender	Total
Arrests [a]	22,796	380,037	54,081	921	1,518	476,719
Jail/Lockup [b] Detention	242.24	1,143.88	154.77	48.74	33.40	1,778.03
Releases [c]	678	6,905	1,218	241	258	9,300
Length of Stay						
0-6 hrs.	264	3,902	742	105	66	5,070
7-12 hrs.	100	461	139	24	26	770
13-24 hrs.	73	1,003	316	57	48	1,619
2-7 days	190	1,275	356	123	96	2,430
Over 7 days	66	363	51	29	19	701

a: January-June, 1981
b: one day figures
c: one month period

Source: National Criminal Justice Association, Compilation of Data Collected from Fifty-State Survey, March 1981.

Note: Numbers do not necessarily add correctly due to discrepancies in data provided by several individual states.

Table 2 outlines the possible alternatives and the current and projected distribution of juveniles across those alternatives. (It should be noted that so-called "alternatives" also serve as placements for juveniles who would not be jailed. The distribution for the number of juveniles currently placed in existing alternatives breaks out as follows: the most widely used placements are probation, followed by foster care, state juvenile facilities, group homes, secure detention, and shelter care. Of these placement alternatives, both shelter care and local secure detention represent shorter term placements, while the other settings are usually used to meet longer term needs. The lengths of stay reported by the states reflect this. Placements in foster care were of the longest term, followed in declining order by probation, group homes, state juvenile facilities, shelter care, and finally secure detention.

States also reported the number of service or bedspace vacancies in each alternative. Vacancies exist for each of the potential alternatives excepting probation. In fact, the total number of vacancies on a given day, i.e., 9,889, exceeds the total number of juveniles to be removed from jail. The problem is, however, that alternatives are not necessarily located near the jails holding these juveniles; therefore, new placement alternatives will need to be added.

The total number of juveniles assigned to alternatives in Table 2, 1,674, <u>should</u> be identical to the number detained in jails on a given day as reflected in Form 1, i.e., 1,778, but is not because several states did not assign juveniles to alternatives. While realizing these two figures do not coincide, an examination of the projected alternative assignment

Table 2

FORM 2: ALTERNATIVE TO JAIL AND LOCKUP CONFINEMENT
FORM 3: ALTERNATIVE PLACEMENT OF JUVENILES
(Aggregated Totals)

Alternative	Daily Capacity	No. of Juveniles	Vacancy	Avg Stay in Days	Alter. Assign
State Juvenile Facilities	13,616	9,500.12	851	155.10	80
Local Secure Detention	9,728	7,186.59	2,540	17.02	632
Group Homes	6,722	8,367.00	1,455	237.37	107
Shelter Care	2,723	1,704.00	1,011	31.49	201
Foster Care	22,881	21,042.00	4,632	372.52	137
Probation	25,942	110,816.00	-1,273	258.09	400
Other Supervision	2,804	2,790.70	251	201.62	59
Parental Custody		22,045.00			13
Other Alternative	4,905	5,683.47	422	233.57	15
TOTALS	89,321	189,134.88	9,889		1,674

Source: National Criminal Justice Association, Compilation of Data Collected from Fifty-State Survey, March 1981.

Note: Numbers do not necessarily add correctly due to discrepancies in data provided by individual states.

data illustrates that secure detention is the preferred alternative (in terms of number of juveniles assigned), followed by probation, shelter care, foster care, and group homes. Caution should be exercised in generalizing from these figures, however, because a few states with larger numbers of juveniles to remove from jail selected only the secure option. In fact, it is interesting to note that more juveniles were alternatively assigned to local secure detention (632) than there were serious delinquent offenders detained in jails (242) on a specified day (see again Table 1,

Column 1). Other alternatives to jail suggested by the states in responding to the survey include home detention, secure holdover, and parental custody.

It should be noted here, however, that for this alternative assignment choice, as well as for other projected data, a severe methodological limitation exists: the data in large part are a function of the person or persons responsible for completing the survey. This may or may not have been a policymaker, depending mainly on the level of priority the survey was given in that particular state. Thus, individual perspectives may be reflected in the selection of various alternatives. In addition, in the absence of classification information, almost any assignment distribution would be somewhat suspect.

Since one state's selection of a particular alternative may skew the aggregate figures, the number of times an alternative is selected is likely to be a better indicator of the need to create alternative placements. For example, if we examine alternatives selected by those 19 states with ten or more juveniles in jail, a more interesting distribution emerges. Table 3 illustrates alternative placement selections by state.

The selection of alternatives by the states is consistent with those used as the basis for analysis in the chapter on cost models which follows later in this report.

TABLE 3

ALTERNATIVE PLACEMENT SELECTIONS BY STATE

Alternative	Number of States Selecting
Secure Detention	11
Shelter Care	10
Group Homes	6
Foster Care	5
Home Detention	4
Probation	3
State Juvenile Facility	3

Source: National Criminal Justice Association, Compilation of Data Collected from Fifty-State Survey, March, 1981.

SUMMARY

Notwithstanding some of the cautions expressed above, the data seem to indicate some general patterns that may warrant further exploration. The following conclusions are suggested by the data that has been provided:

- states seemed to rely heavily upon the use of secure detention rather than other less secure types of alternatives;
- across the nation as a whole, vacancies exist within all of the potential alternatives (with the exception of probation);
- average length of stay for different types of placements for juveniles varies from little more than two weeks (17 days) in secure detention to greater than one year in foster care;

- the availability of community residential type placements, i.e., group homes and shelter care, are less than that of secure detention (based on exisitng capacities;

- there are twice as many juveniles arrested for status offenses as there are for serious delinquent charges (see arrest data, Table 1);

- there is a small number of juveniles in jail for serious offenses compared to other delinquent offenses (as evidenced by line 2 in Table 1).

In addition, although the survey data suffer from the methodological problems of any short-run mail survey, the detail, if not the accuracy of the data received is testimony to the interest of the states in the problems of jail removal. The detail of the questions on the survey, combined with the information in this report should provide a firm foundation for the states to reanalyze their juvenile jail populations and alternative assignments in the depth that will be required for comprehensive, feasible and just removal.

Footnotes

1. Charles P. Smith, Relative Costs of Removal or Separation of Juveniles from Adult Jails or Lockups (Center for Law and Justice, May 1980).

2. March 15, 1982, was the internal deadline established for the inclusion of state survey responses in the analysis for the final report.

3. A one-day count taken by the U.S. Bureau of the Census in February 1978 throughout the nation showed that 1,611 persons classified as juveniles were being held in what was defined as an adult jail. (Smith, op. cit.)

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JAIL REMOVAL STUDY

Form 1: Juvenile Arrests and Detention Populations

State _____

INSTRUCTIONS

The purpose of this form is to record data on juvenile arrests, adjudicated and non-adjudicated juveniles held in adult jails and lockups and length of stay in these facilities.

A delinquent is a juvenile offender who has been charged with or adjudicated for conduct which would be a crime if committed by any adult under the laws of the jurisdiction.

Column A: In Box 1, enter the number of arrests between January and June 1981 for serious crimes against persons. As defined by OJJDP guidelines, these include the crimes of criminal homicide, forcible rape, mayhem, kidnapping, aggravated assault, robbery, and extortion with threats of violence. In Box 7, enter either the number of serious juveniles held in adult jails and lockups on a typical weekday or the average daily population in the period January-June 1981. Exclude juveniles waived to adult court. Enter in Box 13 the total number of serious juveniles released from adult jails and lockups for any month during the period January-June, 1981. In the remaining boxes of this column, enter the length of stay for serious juveniles released from adult jails and lockups during the month used for the "Total Releases" line. If different length of stay categories are used, please specify.

A status offender is a person who has been charged with or adjudicated for conduct which would not be a crime if committed by an adult under the laws of the jurisdiction.

Column B: Other offenses include any crimes of delinquency other than those defined as serious crimes against persons. Follow instructions for Column A.

Column C: "Other" refers to all status offenders EXCEPT those held for violation of a valid court order (see Column D). Follow instructions for Column A.

Column D: Violation of a valid court order is as described in Section 223(a)(12)(A) of the JJDP Act. Follow instructions for Column A.

Column E: A non-offender is a juvenile who is subject to the jurisdiction of the juvenile court, usually under abuse, dependency, or neglect statutes for reasons other than legally prohibited juvenile conduct. Follow instructions for Column A.

Column F: Enter the total for each line.

Narrative: Explain how estimates were derived.

	Type of Offense					
	Delinquency		Status Offenses			
	A Serious Offenses	B Other Offenses	C Other Status Offenses	D Violation of Valid Court Order	E Non-Offender	F Total
Arrests Jan/June 1981	1)	2)	3)	4)	5)	6)
Jail/Lockup Detention: Date ADP: Yes/No	7)	8)	9)	10)	11)	12)
Total Releases Mo:	13)	14)	15)	16)	17)	18)
Length of Stay 0- 6 hours	19)	20)	21)	22)	23)	24)
7-12 hours	25)	26)	27)	28)	29)	30)
13-24 hours	31)	32)	33)	34)	35)	36)
More than one day to 7 days	37)	38)	39)	40)	41)	42)
Over 7 days	43)	44)	45)	46)	47)	48)

JAIL REMOVAL STUDY

Form 2: Alternatives to Jail and Lockup Confinement

State _____

INSTRUCTIONS

The purpose of this form is to record data on the capacity and utilization of alternatives to confinement in jails and lockups. A description of each alternative is given in the Glossary.

Column A: "Daily Capacity" refers to the number of beds (residential alternatives) or slots (non-residential alternatives) that are available statewide on a given day (including vacancies) in 1981.

Column B: Record the number of juveniles in each alternative on the date (month/day) for which detention data were collected (Form 1: Juvenile Arrest and Detention Populations) or the average daily population (ADP).

Column C: Compute the number of vacancies by subtracting Column B from Column A. If over capacity, enclose result in parentheses.

Column D: Enter an estimate of the average length of stay for a juvenile placed in each alternative. Explain source(s) in narrative section.

Narrative: Explain how estimates were derived.

Alternative	A Daily Capacity	B Number of Juveniles Date: _____ ADP: Yes/No	C Vacancies (Col. A minus Col. B)	D Estimated Average Stay in Days
State Juvenile Facilities	1)	2)	3)	4)
Local Secure Detention	5)	6)	7)	8)
Group Home	9)	10)	11)	12)
Shelter Care	13)	14)	15)	16)
Foster Care	17)	18)	19)	20)
Probation	21)	22)	23)	24)
Other Supervision (specify)	25)	26)	27)	28)
Parental Custody	29)	30)	31)	32)
Other Alternative (specify)	33)	34)	35)	36)
TOTAL	37)	38)	39)	40)

GO TO NARRATIVE SECTION

JAIL REMOVAL STUDY

Form 3: Alternative Placement of Juveniles Now Held in Adult Jails and Lockups

State _____

INSTRUCTIONS

The purpose of this form is to record data on possible alternative assignments of juveniles held in adult jails and lockups on the date selected on Form 1.

Column A: Record the number of vacancies in each alternative from Form 2, Column C. If the alternative is over capacity, enclose the number in parentheses.

Column B: Given the total number of juveniles in adult jails and lockups (Form 1, Box 12), record how they might be assigned to appropriate alternatives. A general description of each alternative is provided in the Glossary.

Narrative: Describe in detail the criteria used to estimate how juveniles now detained in jails and lockups could be distributed among alternatives. Also, explain why these criteria would be used. For example, "All delinquents accused of aggravated assault were assigned to secure detention because state law requires secure detention for persons accused of serious crimes against persons." Or, "The population was distributed on the basis of available space because it is unlikely that additional state or local funds will be available to expand residential or non-residential capacities."

Alternative	A Vacancies (Form 2, Col. C)	B Alternative Assignment
State Juvenile Facilities	1)	2)
Local Secure Detention	3)	4)
Group Home	5)	6)
Shelter Care	7)	8)
Foster Care	9)	10)
Probation	11)	12)
Other Supervision (specify)	13)	14)
Parental Custody	15)	16)
Other Alternative (specify)	17)	18)
TOTAL	19)	20)

GO TO NARRATIVE SECTION

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CHAPTER IV REMOVAL EXPERIENCES

Introduction

The removal experiences of four jurisdictions involved in the Federal Jail Removal Initiative and those of the Commonwealth of Pennsylvania are discussed as part of this study to lend perspective to the state surveys.

In 1980 the Office of Juvenile Justice and Delinquency Prevention began a Jail Removal Initiative involving 20 rural jurisdictions across the Nation. The Initiative specifically involved 109 counties, 13 states, ten Indian tribes, 170 jails, and nearly 6,500 juveniles in jail. The Initiative involves two phases, a planning phase and an implementation phase. All jurisdictions were given a minimum of $50,000 to $200,000 and are currently implementing their removal plans. The goals and objectives of each removal plan involve removing 100 percent of juveniles held in adult jails and lockups; 24-hour intake screening; the adoption of intake criteria consistent with national standards; and the development of a network of alternatives to jail, including diversion from the system.

The discussion of the JRI jurisdictions begins with a description of the six-step planning process used in each of the jurisdictions. The process includes steps of organizing the planning, assessing needs, obtaining public input, establishing policy and developing a removal plan, implementation, and monitoring of the plan. Next, four scenarios describe each jurisdiction in terms of geography and demographics, the local juvenile justice system, obstacles to removal, opportunities for removal, results of Phase I: needs assessment, the removal plan and implementation schedule, ramifications of removal, and costs associated with removal. The costs associated with removal discuss investments per child for each alternative and compare personnel and non-personnel cost categories.

The removal experience of the State of Pennsylvania is also important to this study since it is the only state which has completed removed juveniles from adult jails. Removal efforts began as early as 1975, and in August, 1977, the Legislature passed Act 41, the Juvenile Act, which prohibits the placement of juveniles under juvenile court jurisdiction in any adult jail or lockup. The Act became fully effective in December, 1979. The Community Advocate Unit-Youth Project (CAU) of the Attorney General's Office was created in July, 1978 to monitor and enforce the Juvenile Act. It received 90 percent of its funding from the Office of Juvenile Justice and Delinquency Prevention. The scenario on the Pennsylvania removal effort reflects a comprehensive statewide effort involving legislative change. The areas included in this scenario consist of cost estimates, ramifications, legislative requirements, contributing factors, legislative history, and legislative monitoring.

The remainder of this chapter discusses Phase I of the Jail Removal Initiative, and presents four scenarios from the Initiative and a summary of the Pennsylvania experience.

JAIL REMOVAL INITIATIVE EXPERIENCES

The following section describes issues and cost factors relating to removal at the four different JRI sites: Southeast Alabama Youth Services, Ozark Mountain Arkansas, Bolingbrook, Illinois, and the Sixteenth Judicial District of Louisiana. Initially presented is the planning and implementation methodology used in all the jurisdictions. Secondly, scenarios of each of the four jurisdictions are given.

JRI Methodology

The 7 JRI sites have completed a planning process for removal (Phase I of the JIR) and are currently implementing the removal plan (Phase II). Essentially the Phase I planning process for each JRI jurisdiction began with a definition of the problems, progressed with a method of obtaining information and assessing alternative solutions, and culminated with a strategy for implementing, monitoring, and evaluating the effectiveness of new programs and procedures. Specifically, the method used by the JRI jurisdictions involved six sequential steps:

1. organizing for planning;
2. assessing needs;
3. obtaining public input;
4. establishing policy and developing a removal plan;
5. implementing the removal plan; and
6. monitoring the system.

Certain planning maxims are inherent in this methodology. First, the methodology strongly endorses the concept of meaningful citizen participation in the planning process. Experience in government planning has repeatedly shown that citizens must actively participate with officials throughout the planning process to insure that programs will actually meet a community's needs. In the juvenile justice field, the response to problems has historically been one primarily concerned with cost efficiency and public safety, often at the expense of the youth's best interests. Inserting active citizen participation into this decision-making process preserves these traditional requirements, but also provides a voice for the rights and needs of children.

A second theme of this methodology stresses the need for accurate and detailed information before final decisions are reached. Narrow responses to problems are often formulated when an issue first arises. The intent of this planning methodology is to develop several options to solving a problem such that advantages and disadvantages of each option can be carefully assessed. These options can only be developed by obtaining sufficient information which details existing programs, detects recent trends in the local juvenile justice system, and records opinions of local professionals working with daily juvenile justice operations.

The following sections provide a narrative description of each step in this process that JRI jurisdictions completed.

STEP 1: ORGANIZE FOR PLANNING

Planning Activities

1. Perceive problem and tentatively identify major issues.
2. Assess need for and identify consultant resources.
3. Establish representative steering committee.
4. Convene steering committee;
   a. discuss problems;
   b. define and assess boundaries of youth service area;
      1) legal and geographic jurisdiction;
      2) funding sources;
      3) justice agencies;
      4) other service agencies;
   c. determine project goals and objectives;
   d. identify issues to be addressed by planning project;
5. Establish criteria for collection and analysis of data.
6. Establish working timetable.

OUTCOME: STATEMENT OF BROAD PROJECT GOALS

Narrative

The planning process began when juvenile justice officials in a given jurisdiction expressed interest in finding alternatives to placing children in adult jails. At this point, technical assistance to analyze the major issues as tentatively defined was sought from OJJDP and obtained through CRC personnel and consultants.

With adequate staff and resources allocated to the project, a steering committee, broadly representative of official and citizen interests, was established. The development of this steering committee was crucial to the future success of the planning project since it had major decision-making responsibilities throughout the planning process. Members of the steering committee were familiar with local juvenile justice issues, represented diverse community interests, and generally held leadership positions in the community or jurisdiction. Examples of the official interests represented on this committee include: the judiciary, law enforcement, juvenile court staff, prosecution, public defenders and elected officials. Citizens with a broad concern for the welfare of children and who possessed no vested interest in any one aspect of the local juvenile justice system also were included on the steering committee.

The initial function of this committee was to provide general direction and establish the goals for the planning project. This involved identifying potential issues which may have had an impact on the current practice of jailing children. For example, it may have been perceived that few nonsecure alternatives were available in the community, or poor coordination of existing programs resulted in children being jailed. Or perhaps children were jailed by an adult traffic court which had jurisdiction over juveniles involved in minor traffic offenses. Or, the unavailability of juvenile court staff after normal office hours may have resulted in police jailing children overnight. Discussion by the steering committee of these potential problems resulted in a list of issues to be addressed during the planning process.

The release/detain criteria used for collecting data and analyzing these issues was then considered by the committee. Criteria proposed by three recently released national standards projects provided a perspective on national goals from which the local juvenile justice system can be compared. These national standards were supplemented with additional criteria for data gathering which pertain to issues of special local concern. Standards made available to the JRI jurisdiction were derived from the following sources:

IJA-ABA Juvenile Justice Standards Project
One Washington Square Village
New York, NY 10012
(212) 598-7722

National Advisory Commission on Criminal Justice Standards and Goals
Law Enforcement Assistance Administration
633 Indiana Ave., NW
Washington, DC 20531
(202) 862-2900

National Advisory Committee to the Administrator on Standards for the Administration of Juvenile Justice
National Institute for Juvenile Justice and Delinquency Prevention
633 Indiana Avenue, NW
Washington, DC 20531
(202) 862-2900

The first step of the planning process concluded when a consensus was reached by the committee on the overall goals of the project and a working timetable for the project was established.

STEP II: ASSESS NEEDS

Planning Activities

1. Identify existing youth service resources
2. Review existing information;
   a. literature;
   b. standards;
   c. legal;
   d. aggregate statistics of juvenile justice system;
   e. policy and procedures;
   f. other pertinent reports
3. Conduct survey of juvenile justice system;
   a. interview key figures and staff in justice and youth service system;
   b. assess operation of existing youth service programs;
   c. survey characteristics of youth population;
      1) juvenile intake referrals;
      2) secure custody referrals;
      3) nonsecure custody referrals.

4. Determine capabilities and deficiencies of existing youth service system;
   a. law enforcement process;
   b. court intake process;
   c. judicial process;
   d. organizational structure;
   e. youth service programs.
5. Identify needs of youth service system;
   a. present;
   b. projected.
6. Prepare preliminary report with options to meet project goals and objectives.

OUTCOME: PRELIMINARY REPORT WITH OPTIONS TO MEET PROJECT GOALS

Narrative

Assessing the program needs of a jurisdiction required a thorough data collection effort which identified existing local resources, provided insight into local practices, and recorded the characteristics of the children involved in the juvenile justice system. The data was examined within the context of the goals of the steering committee, state statutes, regulations, and national standards. This phase was conducted by the professional planning staff assigned to the project including local jurisdictional staff, consultants, and CRC personnel.

The first stage in this data collection effort required the jurisdiction to develop a general familiarity with the placement alternatives available to local police and the juvenile court when a child is first arrested. Such alternatives included: release to the child's parents; a runaway/shelter home; emergency foster parents; an intensive supervision program; a police lockup; or the adult jail. With these existing alternatives identified, secondary information was examined. State and national standards, pertinent studies, state codes and court rules were all reviewed. Reports from the juvenile court, law enforcement agencies, and the previously identified placement alternatives were also analyzed. These materials provided an understanding of policies, procedures and recent statistical trends within the local juvenile justice system.

The planner's perspective of the juvenile justice system as developed through written documents was supplemented with personal opinions of key local officials. Interviews were conducted with persons involved in the daily operation of local juvenile justice programs. These included: the juvenile court judge, the chief probation and court intake officers; the police juvenile specialist, the prosecutor, the public defender, the chief jailer, and administrators of the available alternative placement programs. These officials provided invaluable information concerning the actual operations of the juvenile justice system and the successes and failures of existing programs. Additional insight into the capabilities and deficiencies of existing programs were also gained through the perspective of program staff.

A sound information base resulted from this thorough data collection effort and allowed the planner to assess the capabilities and deficiencies of the existing youth service system. Various options and their anticipated impacts were then proposed to meet the goals of the planning project as identified by the steering committee. The information base revealed that several factors affect the ultimate goal of removing children from jail and finding appropriate alternatives. The planner analyzed each component of the juvenile justice system--law enforcement, court intake, judiciary, placement programs, and others--and noted their impact on the placement needs of the jurisdiction. Program needs were then assessed given a continuation of existing practices and procedures. Modifications to the existing system and their anticipated impacts were identified and proposed. Such modifications included developing a nonsecure shelter program, applying strict detention criteria, and assuring the availability of the court intake staff on a 24-hour basis.

The needs assessment step concluded with a preliminary report which presented a summary of the information collected, plus a discussion of policy options available to meet the goals of the planning project.

The most important aspect of this phase, and perhaps the entire planning process, was the collection and analysis of data concerning those juveniles who were arrested and referred to court. Juvenile referrals were surveyed over a period of time with information recorded so as to measure adherence to the release/detention criteria proposed by the advisory group. This information includes offense, legal history, and legal status at the time of intake and was recorded for all referrals. This information provided a profile of juvenile arrests and referrals in a jurisdiction. When projected against annual aggregate statistics and weighed against the proposed release/detention criteria, reliable estimates of secure detention and alternative program needs were determined.

STEP III: OBTAIN PUBLIC INPUT

Planning Activities

1. Public hearing;
   a. publicize preliminary report and announce date of hearing;
   b. conduct hearing.

OUTCOME: CITIZEN RESPONSES

Narrative

An important step in the JRI planning process involved obtaining the views of citizens before decisions were made. The goals of many programs are often never reached because public views were either ignored entirely or superficially requested after major decisions had been made. Experience has shown that the benefits of citizen participation can only be realized if citizens are given a partnership role in the decision-making process.

The method of obtaining community reaction was to conduct a public hearing. To insure full participation, the preliminary report received wide exposure through the news media, and the date, location and purpose of the public hearing was publicized. Summaries of the preliminary report, as well as extra copies of the full report, were made available to interested citizens prior to the scheduled hearing. At the public hearing, the steering committee and planning staff were present to answer questions and respond to comments from the public. Responses received during the public hearing provided the committee and other local decision-makers with a better awareness of public attitudes toward the local juvenile justice system. The public hearing also indicated public preferences toward the specific options available to achieve the planning project's goals.

STEP IV: ESTABLISH POLICY AND DEVELOP PLAN

Planning Activities

1. Convene steering committee;
   a. select and prioritize options;
   b. develop comprehensive plan.

OUTCOME: PLAN FOR ACTION

Narrative

At this stage the steering committee met again to consider public comment, discuss the preliminary report and reach consensus on which options to implement. Some of the decisions reached included determining: local policy for arrest and initial custody of children; the procedures of law enforcement and court staff after initial custody is made; guidelines for formal and informal court processing of cases; criteria for placement in secure and non-secure programs pending court appearance; personnel and financial requirements; and residential and non-residential program capacities. A plan and timetable for implementing these decisions was then established by the steering committee. Periodic meetings of the advisory board were scheduled to review progress of the plan's implementation.

STEP V: IMPLEMENT PLAN

Planning Activities

1. Statutory and local policy changes.
2. Organizational development;
   a. goals and objectives;
   b. organizational structure;
   c. evaluation design.
3. Non-residential program development;
   a. goals and objectives;
   b. clients;
   c. staff;
   d. operations;
   e. evaluation design.

4. Residential program development;
   a. goals and objectives;
   b. clients;
   c. facility development;
   d. staff;
   e. operations;
   f. evaluation design.

OUTCOME: REMOVAL OF JUVENILES FROM ADULT JAILS

Narrative

The next step of the planning process was to implement components of the plan as outlined by the steering committee. In most instances, local policies and procedures were modified. Orientation and training of line staff, police and court staff was required to insure uniform application of these new policies and procedures. Other components of the plans called for a new organizational structure or new residential and nonresidential programs. Steps were taken to obtain the necessary approval of these components from local elective bodies or the state legislature.

In addition, the objectives of the programs were established to clearly define their purpose and their relationship to the overall youth service system. New programs defined the clients to be served, staff to be hired and the content of daily services to be provided. If a 24-hour residential program was developed, it was decided whether existing facilities could be renovated to meet program needs or if a new building needed to be designed and constructed. All components of the removal plan identified organizational and program objectives. The net result of these activities was a better functioning youth service system designed to meet the goals of the planning project and to provide suitable alternatives to placing children in adult jails and lockups.

STEP VI: MONITOR SYSTEM

Planning Activities

1. Develop methods of monitoring the activities and effectiveness of youth service system;
   a. clarify subject matter to be monitored;
   b. establish authority to monitor;
   c. collect information;
   d. establish inspection methods;
   e. establish reporting methods.

OUTCOME: PERIODIC MONITORING REPORTS

Narrative

The final planning step involves monitoring the youth services system to insure that the goals of the planning project are achieved as intended. Proper monitoring authority has been vested in Community Research Center to analyze data, inspect programs and propose necessary modifications to the youth service system. The information necessary for monitoring is obtained from existing data collection instruments or an adaption thereof.

The primary goals and objectives of the Monitoring Plan are comprised of each jurisdiction's application goals and objectives (plan and program) as well as the goals of the Office of Juvenile Justice and Delinquency Prevention.

The major emphasis of the Monitoring Plan is to ascertain whether the jurisdictions focus upon providing alternative programs and services to alleviate the use of adult jails and lockups for the detention of juveniles. It is also intended to review the policies and practices which result in the appropriate placement of juveniles outside the home, i.e., due process and the use of the least restrictive setting.

Below, the measurement strategy for each monitoring and objective is presented in the form of a method of verification. The goal or objective is stated and followed with the method of verification.

PRIMARY MONITORING GOALS AND OBJECTIVES

1. 100 percent removal of juveniles from adult jails and lockups

   MoV

   Based upon data which show no juveniles held in adult jails.

   For juveniles processed or held in adult jails, data will be required in the following areas:

   -- contacts between juvenile and adult offenders;
   -- use of isolation cells for juvenile holding;
   -- number of juveniles held: 0-6 hours, 7-48 hours, and 48 hours or longer;
   -- offense and legal history profile of each juvenile;
   -- procedural reason for detention;
   -- setting released to.

2. Substantial decrease in the number of juveniles held securely.

   MoV

   Based upon the number of juveniles and rate of holding projected under the JRI plan goals and objectives (as a result of implementing intake criteria). The goal will be sustained when the rate of holding is less than or equal to those projected by criteria*, and the actual number held is lower than

*Subject to approved cirteria revisions and legitimate deviations.

or equal to the number held the previous year and the Phase I sample.

3. 100 percent correct implementation of local criteria.

   MoV

   Based upon an analysis of the number of juveniles and rates of holding projected under the plan and goals and objectives, compared with current rates of holding/release. The goal will be sustained when current rates of holding are less than or equal to the projected rates and 100% of actual placements are eligible under local criteria.*

4. Comparison of local criteria vs. national standards.

   MoV

   Based upon an in-house analysis by CRC.

5. No decrease in public safety; no significant increases in failure to appear rates and rearrest rates between the first quarter and the last quarter of the project.

   MoV

   Based upon the decision of court intake to release/hold. The goal will be sustained when rates of failure to appear (for court hearings) and rearrest do not significantly increase for juveniles released or placed in a non-secure setting. For juveniles who fail to appear for court hearings follow-up will occur between intake and the dispositional hearing. For juveniles rearrested, follow-up will occur for a period of 90 days after intake.

6. No deterioration in the court process.

   MoV

   Based upon adherence to procedures of due process and timing of juvenile processing in the manner specified within the code of juvenile procedure. The goal is sustained when procedures of custody and due process are followed between time of apprehension and completed involvement with court intake. Length of stays in pretrial settings are also included.

7. Waivers to adult court.

   MoV

   Based upon adherence to statutes, provisions of waiver procedure, and a comparison of the characteristics of juveniles waived during Phase I and and Phase II.

*Subject to approved criteria revisions and legitimate deviations.

8. No inappropriate widening of the program/service net. (Placements outside the home).

MoV

Based upon decisions to place juveniles in pretrial custody settings which are supported by the criteria and worker decision, regardless of any increase of referrals to intake. The goal will be sustained when juveniles who are eligible and actually placed in a setting are the only juveniles removed from the home. Rates of holding will be analyzed in comparison with the use of criteria and worker placement. Inappropriate widening of the net occurs when juveniles not eligible for a secure or nonsecure setting, as based upon criteria, are placed outside the home.

9. Continued projections of program and service needs.

MoV

Based upon a comparison of actual intake placement decisions vs. preferred intake placement/service decisions. Also, intake decisions based upon criteria and actual placement will be compared to intake decisions based upon criteria and preferred placement/service decisions. Local opinion will also be considered.

10. No exhorbitant increase in projected service costs.

MoV

Based upon adherence to the projected budget, and any approved adjustments during the first full quarter. A comparison will also be conducted by CRC of the cost differences between JRI programs and similar programs currently in operation in the USA.

11. Evidence of financial continuity for service provisions.

MoV

Based upon acquisition of local dollars to replace JRI dollars. Program and service prioritization is applicable when the total plan cannot be funded. The goal is sustained when the plan, in major part or as a whole, if funded with local dollars. Also, an internal monitoring mechanism must be in place and efforts to acquire local funding is to be documented.

12. The ability of the JRI needs assessment and Phase I process to predict program and service needs.

MoV

Based upon an analysis of intake placement rates identified in no. 9. Local opinion will also be considered.

SECONDARY GOALS AND OBJECTIVES

The following goals are secondary because they are based upon local opinion only. These will require documentation when information is available.

1. No increase in negative public perception of juvenile crime as a result of JRI programs.

2. Changes in written policies, procedures, and legislation which enhance jail removal or become an obstacle to the effort; also, changes in these areas brought about as a direct result of the JRI Phase II.

3. Documentation of positive and negative opinions of law enforcement, the court, juvenile justice, and child welfare agencies regarding the impact and ramifications of the JRI on the existing system.

   MoV

   Based upon the opinion of the public involved in the JRI. The public is defined as members of the JRI steering committee and local juvenile justice professionals directly involved in or knowledgeable about the JRI. Also, a contact analysis of local newspaper editorials about the juvenile justice system should be done to ascertain the general public's opinion.

Method of Budget Preparation

The budgets presented in this report from jurisdictions involved in the Jail Removal Initiative are projected and not actual expenditures. Implementation of the removal plans began in December, 1981, and at this writing, jurisdictions are requesting budget revisions. Costs associated with specific alternatives have been developed from interviews with project directors and direct service personnel from each jurisdiction. Each were requested to indicate the percentage of staff time, equipment, travel costs, contractual costs, services, and construction costs associated with each alternative. In addition, startup costs and operational costs were identified. Startup costs, or costs to begin a project, generally consist of personnel salaries, equipment, and construction costs. Operating costs are costs associated with the entire life of the program such as contracts, personnel salaries, office supplies, and items such as food, clothing, etc.

Project staff also provide costs associated with planning for jail removal, specifically personnel costs, office supplies, travel, and telephone.

SCENARIO OF SOUTHEAST ALABAMA YOUTH SERVICES (SAYS)

SOUTHEAST ALABAMA YOUTH SERVICES (SAYS)

Geographic Description

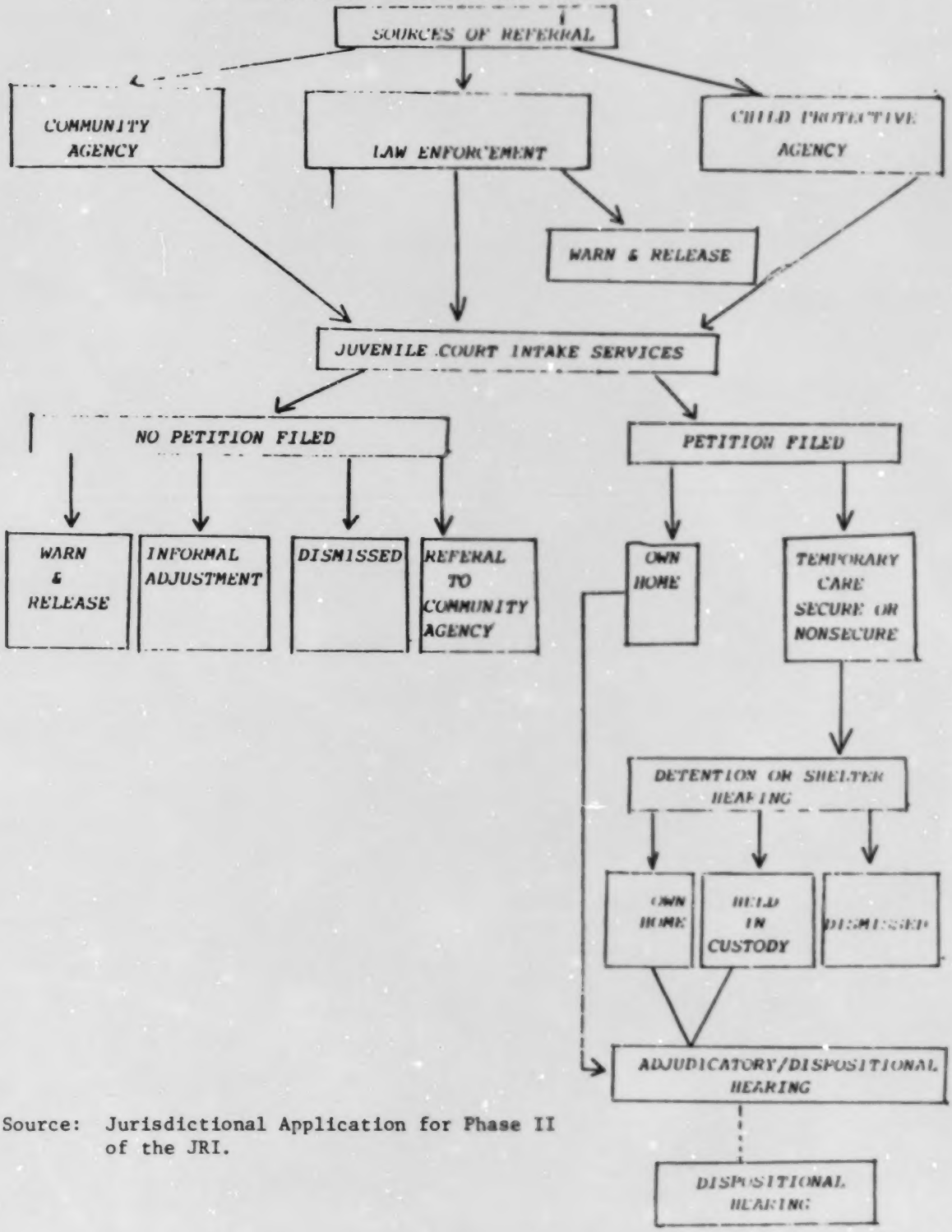
The Dothan, Alabama JRI jurisdiction is composed of eight counties in the southeastern portion of the state. The region covers a 75 miles radius with a total population of 301,750 (1980). The jurisdiction is primarily rural; the average county population is 38,000 residents with the most populous county, Houston, having 74,000 residents. The population consists of farmers, technical and industry-oriented personnel, as well as members of the military stationed at Ft. Rucker. In 1980, the juvenile population (below 18) was 95,399 (approximately one-third the total population).

Description of the Juvenile Justice System

In each of the eight counties, the juvenile court judge designates probation or intake officers to serve as the intake office for the court. Six of the eight counties have only one probation officer.

The juvenile court process is depicted in Chart AL1. Juveniles are referred to intake from various sources such as the school, law enforcement, private citizens, Department of Mental Health, or Southeast Alabama Youth Services. The referral is in the form of a complaint and a decision is made whether to file a petition or not. If a petition is not filed there are four actions that may be taken: 1) the child may be warned and released, 2) the complaint may be dismissed, 3) the child may be referred to a community agency such as Southeast Alabama Youth Services or the Department of Mental Health, or 4) the child may be placed on informal adjustment. Informal adjustment means establishing rules and regulations for the child by the probation officer and guardian or parent.

CHART AL1
MOVEMENT OF ALLEGED OFFENDERS:
SOUTHEAST ALABAMA YOUTH SERVICES



Source: Jurisdictional Application for Phase II of the JRI.

BEST COPY

If the decision is made to file a petition a placement decision must be made to return the child to the home, or place the child in a residential setting. When the child is returned to the home the child must appear for a dispositional and/or adjudicatory hearing. If the decision is made to place the child in a residential setting, a shelter care/detention hearing is held within 72 hours of placement. At this hearing a juvenile judge determines if the child remains in a residential setting, is released home or dismissed. When the case is not dismissed an adjudicatory and dispositional hearing must be held, although the code of Alabama Juvenile Procedure does not stipulate any timeframe within which these hearings must occur.

Juveniles may be diverted from the justice system at several points. Law enforcement may warn and release the child. Children who proceed to juvenile court intake may be diverted when a petition is not filed. Via dismissal, the child is warned and released or referred to a community agency. Placement on informal adjustment is viewed as a diversion process since this is not a formal action of the juvenile court. If a petition is filed and the child is placed in residential care, diversion may occur at the time of the detention or shelter care hearing. The Southeast Alabama Youth Services Diversion Center also provides diversion. The philosophy of the Diversion Center is to identify and resolve a child's problem while the child remains in the community.

Prior to full implementation of the removal plan the residential alternatives to jail were the SAYS Juvenile Service Center, providing pre-trial detention and diagnostic and evaluation services, and two group attention homes primarily providing post-dispositional, long-term placement. Emergency foster care placements are not available. Transportation services are provided by law enforcement or probation whenever possible.

The Juvenile Service Center, operating for three years, has been used by officers to reduce the number of juveniles jailed from nearly 550 in 1979 to less than 75 in 1981.

Obstacles to Removal

The eight county area is faced with several obstacles to jail removal. The obstacles include geographic/physical, economic, and legal impediments.

Geographic and Physical Obstacles -- The Southeastern region of Alabama covers a 75 mile radius. Within this region the Diversion Center is the only licensed alternative to adult jails and lockups. Even though this facility is centrally located, transportation is a problem for the counties which are rural and have only one or two probation officers responsible for the processing of the juveniles in their jurisdiction. The law enforcement agencies in these counties cooperate with the juvenile courts but are understaffed and are not always available to transport a juvenile to the Diversion Center when the need occurs. The lack of transport services results in juveniles being confined in the adult jails.

Economic Obstacles -- Being basically a rural area with primarily an agricultural economy, and having a widely distributed population the eight county area does not have a wealthy tax base for funding alternatives to jail. In this regard, existing county jails are viewed as the most economic and viable source for holding juvenile offenders since county budgets already support them. As such no new expenditures are required to provide alternative services and programs.

Legal Obstacles -- The Alabama Rules of Juvenile Procedure criteria for placing juveniles in detention or shelter care are vague and give intake a great deal of latitude in making decisions about placement outside the home

and the length of stay of such placements. Intake officers views of what may constitute "the best interest," "likely to harm self," or which child is likely to engage in harmful behavior against others are as varied as the attitudes of each officer. Admittedly, discretion is a large segment of the court process, yet the lack of specificity does not serve the court toward ensuring that only the most serious offenders are placed in secure detention and offenders without parental supervision are placed in shelter care. The Alabama Rules do not distinguish what type of juvenile offender should be placed in secure detention versus shelter care. This is compounded by intake decisions which are made without legal status and history information on juvenile offenders. A second legal obstacle of the Alabama Rules allows for juveniles to be held in jail and does not require that juveniles placed in jail be monitored.

Opportunities for Removal

As previously mentioned the establishment of the SAYS Juvenile Service Center has been instrumental in decreasing the number of juveniles placed in jail. The SAYS Board of Directors has also been instrumental in the establishment of a steering committee to oversee the development and implementation of the removal plan. The steering committee, comprised of juvenile court personnel, law enforcement, education, social services, clergy, and citizens, was composed of members from these agencies from each of the eight counties.

All counties pledged to accomplish total removal by developing a viable alternative to jail, adopting specific intake criteria, developing a removal plan based upon a comprehensive needs assessment, and adopting a policy of using the least restrictive alternative whenever possible.

Pre-Removal Juvenile Justice Attributes

The region has 16 adult jails and lockups, none of which are licensed to hold juveniles. Table 1 presents the holding capacity of each jail. Juvenile arrests totaled 2,722 in 1979 (an arrest rate of approximately 3 out of every 100 juveniles). Juveniles accounted for 24% of all arrests in the region. Of those juveniles arrested, 545 were placed in adult jails. Thus, about 1 out of every five juveniles arrested were placed in adult jails.

None of the 16 area jails complies with sight and sound separation requirements between juveniles and adults. Too, as indicated in Table 1, no jail is approved by the Alabama Department of Youth Services to hold juveniles. Two of the jails are described by jurisdictional personnel as being in "fair condition." The remaining 14 jails are described by phrases such as "harmful to anyone placed there," "inadequate for detention of juveniles due to physical structure and supervision of juveniles being provided by adult trustees," "court order to upgrade facilities," "overcrowded conditions," "plaster is falling," and "rats are numerous." Since no jail provides separation between juvenile and adult inmates, all 545 juveniles held in jail were commingled with adults.

Results of Needs Assessment

Table AL2 compares incarcerated juveniles to juvenile intakes across selected characteristics. Although some variation exists between jailed juveniles and intakes across the demographic variables, the differences are relatively minor. Offense classifications differ slightly between the jail and intake populations. While 23 percent of intakes were status offenders, 15 percent of jailed juveniles were status offenders. Only 21 percent of intakes committed less serious felonies as compared to 35 percent of jailed

TABLE AL1
1979 JUVENILE ARRESTS AND NUMBER JAILED
SOUTHEAST ALABAMA YOUTH SERVICES

County	Juvenile Holding Capacity*	Arrests	Juveniles Jailed	Rate of Jailing (%)
Barbour	0	100	1	1%
Coffee	0	187	20	11%
Covington	0	200	16	8%
Dale	0	652	158	24%
Geneva	0	122	17	14%
Henry	0	89	1	1%
Houston	0	824	207	25%
Pike	0	548	125	23%
TOTAL	0	2,722	545	20%

* At present, no jail is approved by the Alabama Department of Youth Services to keep juveniles.

Source: Jurisdictional Application for Phase II of the JRI.

TABLE AL2
JAIL AND INTAKE JUVENILE POPULATION CHARACTERISTICS
SOUTHEAST ALABAMA YOUTH SERVICES

Characteristic	Securely Detained Juveniles Population Distribution[a] (percentage) (n = 104)	Intaked Juveniles Population Distribution[b] (percentage) (n = 253)
1. Age		
less than 12	14%	20%
13-14	19%	19%
15-16	45%	42%
17 and older	22%	19%
2. Sex		
male	68%	68%
female	32%	32%
3. Race		
white	64%	69%
black	36%	31%
4. Offense Classiciation		
serious crimes	9%	4%
other felony	35%	21%
misdemeanor	41%	44%
status offense	15%	23%
nonoffender	0%	9%

[a]Source: Phase I Secure Custody Survey (30 day sample), June, 1981.

[b]Source: Phase I Intake Survey (30 day sample), June, 1981.

juveniles. Of all those incarcerated only nine percent were charged with serious crimes as defined by the JJDP Act (as amended). Indeed, over half (56 percent) of the jailed juveniles were either misdemeanor or status offenders.

Table AL3 presents the procedural reasons why children were held in jail and identifies the settings juveniles were released to. A large portion of jailed children (73 percent) were awaiting release to parents. Almost half (46%) were jailed awaiting court hearings. None were serving post-dispositional court ordered sentences. The vast majority of jailed youth (73 percent) were ultimately released to the home; the rest went to either nonsecure residential settings, juvenile detention centers, or other law enforcement agencies in the juveniles' home county or state. The average length of stay of juveniles held in adult jails was 2.9 days with 52 percent being released within 24 hours and 29 percent staying beyond 48 hours. The average daily population was 3.5, but on any given day as many as 20 juveniles were held in jail.

Conclusions drawn from the data which are significant for the development of a realistic jail removal plan include:

1. Over half of all youth jailed are charged with either misdemeanants, status offenders, or non-offenders.
2. Since the average length of stay for jailed juveniles is 2.9 days, it is likely that out-of-home placements can be of short-term duration.

Overview of Removal Plan

The jurisdictions selected specific alternatives to jail after the six month needs assessment process. The results of the needs assessment coupled with programs and services investigated by the steering committee provided

TABLE AL3
REASONS FOR DETENTION AND RELEASE STATUS OF JAILED JUVENILES:
SOUTHEAST ALABAMA YOUTH SERVICES

Variable	Securely Detained Juveniles (percentage) (n = 104)
1. Reason for Detention	
awaiting release to parents	43%
awaiting transfer to other setting	9%
awaiting court hearings	46%
court-ordered sentence	0%
other	2%
2. Release Setting	
home	73%
correctional or other judicial setting	27%

Average Length of Stay: 2.9 days

Average Daily Population: 3.5 juveniles

Source: Phase I Jail Survey (30 day sample), June, 1981.

the basis for decision-making. Those alternatives determined to be viable for implementation and future funding established the specific plan for removal of juveniles from adult jails and lockups. Emphasis has been placed on the use of nonresidential alternatives and the development of community resources as a response to the needs of juveniles.

The five county area has developed the following plan and implementation schedule to accomplish removal:

January, 1982 -- Implementation of specific objective release/detain criteria.

-- Implementation of a data processing system designed to provide necessary tracking and monitoring of all children coming into contact with Southeast Alabama Youth Services. The data base will be used to insure that the objective release/detain criteria are followed and to provide profile information on the processing of juveniles as they proceed through the justice system. Confidentiality will be maintained with the data processing system.

-- Training for eleven juvenile diversion specialists in the screening process.

-- Training for law enforcement, probation, and the court about how 24-hour intake will operate, where arrested juveniles should go, and how release/detain decisions will be made.

-- Centralization of all intake decisions in the region at the Diversion Center on a 24-hour/day, 7 days/week basis.

-- Provision of a transportation system to eliminate the jailing of juveniles because of unavailable transportation to either the child's home or an alternative setting.

-- Provisions for secure detention.

May, 1982 -- Emergency foster care program.

Comparison of Pre-Removal Practice and Post-Removal Projections

Table AL4 compares service and placement practices of the juvenile justice system before and after the implementation of the jurisdiction's removal plan. Prior to participation in the JRI, less than one-third (30%) of the juvenile justice population received intake services. Once the intake component of the removal plan is fully operationalized, all youth will receive intake services. Only 4% of pre-removal intakes were placed in adult jails because the region had a secure juvenile detention capability. Under the removal plan, juveniles who are eligible for (based on specific, written criteria) and referred to secure detention (a projected 28% of all intakes) will be placed in the childcare unit of the Diversion Center.

Ramifications of the Removal Plan

The planning process revealed a greater need for temporary, foster care placements than what the jurisdiction provided prior to JRI involvement. Projected post-removal practices show an increased placement rate of five percent for foster care. While this nonsecure placement increase might be viewed as "widening the net," one must bear in mind that, according to specific criteria, a portion of the juvenile population showed legitimate demand for these services. Although a lack of services sometimes results in returning a child to the natural home, this is not to imply that return to home is always an adequate response by the justice system to the needs of the youth population. In terms of secure detention, the jurisdiction is not widening the net but projects the same secure detention rate during Phase II as occurred during Phase I.

TABLE AL4
PRE-REMOVAL PRACTICE VERSUS PROJECTED POST-REMOVAL PRACTICE:
SOUTHEAST ALABAMA YOUTH SERVICES INTAKES

Services	Pre-Removal Practice (%) (n = 253)[a]	Post-Removal Practice (%) (projected n = 4,500)[b]
Intake Screening/ Crisis Counseling	30%	100%
Settings		
Adult Jail	4%	0%
Secure Juvenile Detention	28%	28%
Foster Care	5%	10%
Release	63%	62%

[a]Source: Phase I Intake Survey (30 day sample), June, 1981.

[b]Post-Removal projections are based upon intake workers' preferred placement option coupled with juveniles' eligibility for placement according to locally developed, specific criteria. Data were projected from Phase I surveys. Source: Jurisdictional Application for Phase II of the JRI.

A second ramification of the removal plan was increased coordination and cooperation between sectors of the juvenile justice system. Clear, written cooperative agreements were developed between intake, the courts, law enforcement, probation, and service providers. In order to ensure the effectiveness of the removal plan, it was necessary for intake to delineate its relationship to other juvenile justice practitioners in the region. The courts' endorsement of the objective intake criteria was vital, as was the courts' permission to allow intake the authority of making release/detain decisions. The role of law enforcement at the time of custody and procedures of interaction between law enforcement and intake necessitated the establishment of clear and uniform guidelines. Finally, documents regarding the responsibilities of intake to service providers (probation and foster) and vice-versa needed to be generated.

Costs of the Removal Plan

The costs of the removal plan are presented by two means. First, for each service or program implemented by SAYS, the percentage of funds allocated to various budget categories are shown. These budget categories are presented for both startup and operating costs. Removal plan costs are displayed secondly as estimated investments per child. These estimates are based upon projected caseload sizes. Based upon projected caseload size, these estimates were chosen over estimates based upon capacity to more realistically reflect the costs per population served.

Table AL5 presents proportional budget categories of jurisdiction's removal plan. For each component of the removal plan, startup costs are separated from operational costs.* With the exception of administrative/support costs,

*See page 149 for methodology of budget computation and definitions of startup and operating costs.

TABLE AL5
REMOVAL PLAN PROPORTIONAL BUDGET CATERORIES:
SOUTHEAST ALABAMA YOUTH SERVICES

	Intake/ Crisis Intervention		Foster		Secure Detention
	Startup (1 mo.)	Operating (18 mos)	Startup (5 mos)	Operating (13 mos)	Operating (18 mos)
Personnel	0%	90%	100%	9%	85%
Non-Personnel					
Contractual				72%	
Transportation		6%		19%	12%
Training		1%			
Other	100%	3%			3%
GRAND TOTAL	$25,870		$271	$7,651	

no staff costs are allocated for foster care. The jurisdiction plans to contract with private service providers for foster care. Therefore, personnel costs during full operation range are only 9% for the operation of foster care. Since intake workers and diversion center counselors need to be professionally trained staff, personnel costs comprise from 85-90% of the operating budget for intake and secure detention.

Non-personnel costs for the operation of intake are comprised of transportation, general operating, supplies and training. Transportation costs are expended whenever the juvenile is driven to either an out-of-home placement (if warranted) or to the juvenile's residence if guardians cannot themselves pick up the child. Secure detention non-personnel costs consist of transportation, general operating, and supplies. For foster care, non-personnel costs are comprised of transportation and contractual costs for direct services. It is notable that, except for foster care contractual costs, transportation is the major non-personnel expenditure in all components.

Table AL6 presents the removal plan components and their associated operating costs. The operating costs include administrative/staff, training, contractual, transportation, general operating and supplies.

The cost of 24-hour intake for SAYS is approximately $23 per intake. Because intake in the region is centralized (i.e., arresting and probation officers from out-lying counties call a central intake office for release/detain decisions) the cost of intake per child is at this level. The jurisdiction expects to serve 4500 intakes over 18 months for an average of about 8 intakes per day over the eight-county area. The centralized intake policy thus produces an intake staff/client ratio (63:1) per day). The jurisdiction viewed the centralized approach as the most viable method to provide intake because of the long travel times (up to 2 hours one way) between counties,

TABLE AL6
REMOVAL PLAN COMPONENTS AND ASSOCIATED OPERATING COSTS:*
SOUTHEAST ALABAMA YOUTH SERVICES

Services and Programs	Number of Juveniles	Average Length of Stay	Investment Per Child
Intake/Counseling	4,500	NA	$23.40
Emergency Foster	450	1 day	$17.00/day
Secure Detention	1,278	2.9 days	$16.55/day

Planning costs for this removal plan are estimated at $30,000 over 6 months.

*The projected number of juveniles who would have been jailed without this removal plan is 132.

and the desire to minimize transportation costs, and to make a release/detain decision before a child is transported.

Removal plan dollars required to provide secure detention is approximately $17/child/day. Provision of foster is also expected to cost about $17 per child per day. The investment per child for both foster and secure detention is at this level because either the service was already established (secure detention) or could be contracted for (foster care). Thus, the projected caseload size of foster care is effectively (in terms of cost) the same as the capacity size.

In summary, the removal plan operating costs of Southeast Alabama's reflects both the acquisition of new services and the utilization of resources currently existent in the region. When the jurisdiction provides centralized intake, the investment per child, based on caseload size, is $23/intake; when intake places a child in either foster or secure detention the investment per child is approximately $17/day.

SCENARIO OF OZARK MOUNTAIN ARKANSAS RURAL REGION (OMARR)

OZARK MOUNTAIN ARKANSAS RURAL REGION (OMARR)

Geographic Description

Boone, Baxter, Newton, Marion, and Searcy Counties are located in rural Northern Arkansas; they are remote from any major population centers. A sparse population of 81,400 is distributed over a mountainous region. Transportation is difficult because of distances between towns (towns 30 miles apart "as the crow flies" are up to 50 miles apart on winding, mountainous roads) and paved highways are not always available. Only 37 percent of the population resides in incorporated areas. Population densities range from a high of 51.2 persons/mile in one county to a low of 9.4 in another. The largely agricultural economy of the area generates a small tax base and social services are not well developed. The per capita income ($2,300/year) for the five counties is substantially below the national average. Juveniles constitute 29 percent of the area's population. The largest concentrations of juveniles are in Baxter and Boone Counties which account for 63.5 percent of OMARR's juvenile population.

Description of the Juvenile Justice System

There are no formal regulations and standards relating to juvenile intake and detention practices in Arkansas. At the time of a juvenile arrest, law enforcement officials contact the juvenile intake officer.* The officer notifies the juvenile, the parents, and the prosecuting attorney of the charges pending. The juvenile is informed of his/her rights and a lawyer is obtained if requested. The prosecuting attorney makes the decision to set bond or release without bond and whether to leave the charge pending in municipal court or

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*Prior to removal, only one county had a full-time intake officer. In the remaining four counties, intake was conducted by a probation officer (Baxter County), or by the police or sheriff's departments.

circuit court, transfer to juvenile court or simply not adjudicate the case. The youth can be charged and petitioned as a "child in need of supervision," "dependent/neglected" or "delinquent."

A juvenile can be diverted from the juvenile justice system at any point prior to adjudication. Chart AR1 depicts the movement of alleged offenders through the juvenile justice system.

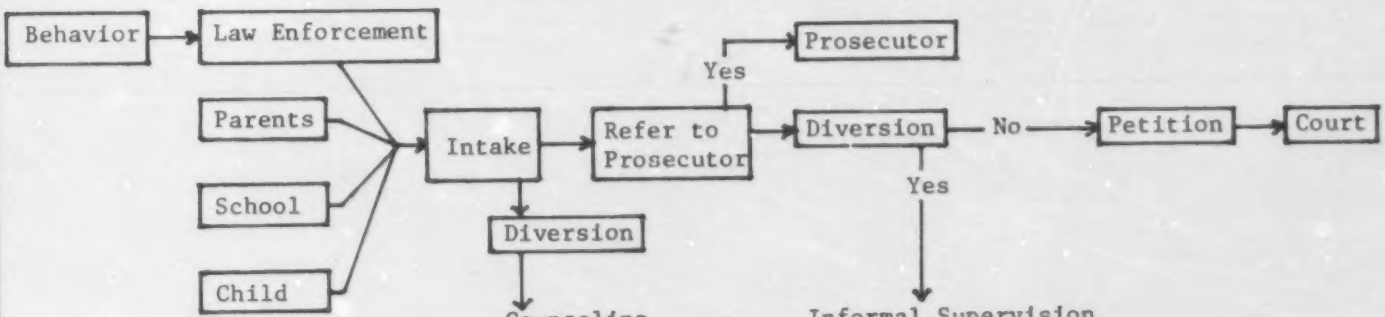
The following steps summarize the juvenile court proceedings in the OMARR region:

1. The judge asks the defendant if charges pending are true allegations.
2. If the defendant denies the charges, the case is continued until the defendant contacts his/her attorney.
3. The defendant may plead guilty to the charges.
4. The prosecutor makes his recommendations.
5. The judge issues a finding of guilty or not guilty.
6. If the defendant is found not guilty, the case is dismissed.
7. If defendant is found guilty, the judge imposes sentence.
8. Non-adjudicated cases are handled informally, with alternative solutions for individual cases.

Prior to full implementation of the removal plan, alternatives to adult jails are few. A long-term placement group home, Johnson Brothers Youth Ranch, serves the five-county area. No short-term foster care services are available. A transportation system for juvenile offenders is also lacking. Existing county jails are being used for pretrial detention, detoxification, holding for parents, and as a post-dispositional resource.

CHART AR1

MOVEMENT OF ALLEGED OFFENDERS: OZARK MOUNTAIN ARKANSAS



Source: Jurisdictional Application for Phase II of the JRI.

Obstacles to Removal

The five-county area is faced with several obstacles to jail removal. The obstacles discussed below include physical, economic, legal/political, and perceptions of local personnel regarding the need for alternative programs and services.

Physical Obstacles--Since the area is sparsely populated, it is necessary that the counties pool their resources to support residential services. The mountainous terrain, unpaved roads, and few direct routes between cities make travel to services difficult. Also, local law enforcement agencies are small and cannot provide 24-hour transport services.

Economic Obstacles--Being basically an agricultural economy with a widely distributed population, this area is not wealthy in tax base. In short, without funds to provide alternatives, jail is the only short-term placement available to juveniles. Too, OMARR has neither the personnel nor the financial capability to provide transportation services for juveniles.

Legal and Political Obstacles--Under Arkansas law juveniles may be tried as adults in municipal or circuit courts. Currently, juveniles over 16 years who are convicted of repeated DWI are given sentences requiring jail time. Some of these juveniles remain in jail up to ten days. Because of the lack of specific juvenile codes and problems with distances, legal representation is limited, and there are no court intake centers. A second legal obstacle has to do with statutory limitations placed on county judges relating to fiscal appropriations. It is illegal for the judge to obligate funds past his/her term of office. This presents unique problems for the continuing operation of jail removal.

Perception of Service Need As An Obstacle--Prior to conducting a needs assessment, the individuals and steering committee involved in the Initiative perceived, in order of priority, a need for a secure detention center, access to shelter care, transportation services, and 24-hour intake personnel in each county. The perceived number of serious and violent juvenile offenders (estimated at 25-50 percent of intake) was highly inflated. The needs assessment showed that approximately six percent of intakes were serious/violent offenders. The need for secure juvenile detention was perceived to be a 12-15 bed facility with an average length of stay of about 14 days. The needs assessment revealed that jailed juveniles had an average daily population of only 0.63 and an average length of stay of 2.5 days. Based on results of the data collected, perceptions of needs were given reverse priorities in the following order: 24-hour intake services, transportation services, access to shelter care, and provision of secure detention. Perceptions about the need for shelter care and 24-hour intake were much the same as demonstrated in the data (see Table AR4).

Opportunities for Removal

Although obstacles exist, public and professional support is also very strong. Within one month of involvement with the JRI, a steering committee was formed comprising representatives from the court, law enforcement, an intake officer, social services, citizens, and attorneys. The committee was critical in obtaining endorsement for the Initiative from county judges, law officers, probation officers, and policemen. Within nine months all counties had pledged to accomplish removal by developing viable alternatives to the use of jails, adopting specific placement criteria, developing a plan via a comprehensive needs assessment process, and adopting a policy of using the least restrictive alternative whenever possible.

The Initiative itself provided a great opportunity for OMARR to accomplish removal. Through the JRI, jurisdictional personnel were offered technical expertise on methods to plan for and implement removal. Thus, OMARR was given a direction by which to proceed toward removal. Secondly, the jurisdiction knew in advance that JRI monies would be available to implement the initial 18 months of its removal plan. This knowledge acted as a catalyst for both the necessary endorsement of removal by the area's juvenile justice practitioners and the cooperation required among law enforcement, the court, and social services to conduct the needs assessment.

Pre-Removal Juvenile Justice Attributes

Table AR1 presents the number of juveniles arrested in the 1980 calendar year and the number of juveniles jailed from May, 1980 to May, 1981. There are four adult jails in the five county area; Searcy County does not have a jail.

Between January and December, 1980 there were 372 juveniles arrested. Juveniles accounted for 14 percent of the arrests in the five county area. For the one year period, 92 of the 372 arrested juveniles were held in jail, a juvenile jailing rate of 24.7 percent.

Only one of the four jails, Marion County Jail, can at times comply with "sight and sound" separation requirements between juveniles and adults. Of the 92 juveniles jailed only eight were adequately separated from adults, consequently 91 percent were commingled with adults.

Results of Needs Assessment

Table AR2 compares jailed juveniles to juvenile intakes across selected characteristics. Although some variation exists between jailed juveniles and intakes across the demographic variables, the differences are relatively minor.

TABLE AR1
1980 JUVENILE ARRESTS AND NUMBER JAILED
OZARK MOUNTAIN ARKANSAS

County	Juvenile Holding Capacity	Arrests	Juveniles Jailed	Rate of Jailing (%)
Baxter	4	117	35	30%
Boone	8	185	49	27%
Marion	2	49	8	16%
Newton	0	11	0	0
Searcy	0	10	0	0
	14	372	92	25%

Source: Jurisdictional Application Phase II of the JRI.

TABLE AR2
JAIL AND INTAKE JUVENILE POPULATION CHARACTERISTICS
OF OZARK MOUNTAIN ARKANSAS

Characteristic	Jailed Juveniles Population Distribution[a] (percentage) (n = 92)	Intaked Juveniles Population Distribution[b] (percentage) (n = 113)
1. Age		
less than 12	0%	5%
13-14	18	27
15-16	55	47
17 and older	27	21
2. Sex		
male	84	69
female	16	31
3. Race		
white	100	100
4. Offense Classification		
serious crimes	7	6
other felony	36	19
misdemeanor	42	27
status offense	15	44
nonoffender	0	4

[a]Source: Phase I Jail Survey (12 month sample), July, 1981.

[b]Source: Phase I Intake Survey (45 day sample), July, 1981.

The largest demographic variation between the jail and intake populations is identified by sex; males were more likely to be jailed than females. Offense classifications differ greatly between the jail and intake populations. While 44 percent of intakes were status offenders, only 15 percent of jailed juveniles were status offenders. Conversely, 19 percent of intakes committed less serious felonies as compared to 36 percent of jailed juveniles. This is not to imply, however, that the jail performed an adequate screening function for intakes. In fact, of all those jailed only seven percent were charged with serious crimes as defined by the JJDP Act (as amended). Indeed, over half (57 percent) of the jailed juveniles were either misdemeanor or status offenders.

Alcohol and drug intoxicants comprised 46 percent of jailed juveniles. Only two juveniles (one held for assault; one held for terrorism) were charged with violent crimes; however, the DWI cases are perceived as a sizable danger by the community.

Table AR3 presents the procedural reasons why children were held in jail and identifies the settings juveniles were released to. Most jailed children (76 percent) were released to parents (outright release comprised 14 percent of jailed juveniles; release via bond occurred for 62 percent of youth jailed). Almost one-tenth (nine percent) were jailed awaiting court hearings. Only four percent were serving post-dispositional court ordered sentences. The vast majority of jailed youth (80 percent) were ultimately released to the home; five percent went to nonsecure residential settings; seven percent were transferred to either state juvenile detention homes or other law enforcement agencies in the juveniles' home county or state. The average length of stay of juveniles held in adult jails was 2.5 days with 62 percent being released within 24 hours and 22 percent staying beyond 48 hours. The average daily population was 0.63, but on any given day as many as four juveniles were held in jail.

TABLE AR3
REASONS FOR DETENTION AND RELEASE STATUS OF JAILED JUVENILES:
OZARK MOUNTAIN ARKANSAS

Variable	Jailed Juveniles (percentage) (n = 92)
1. Reason for Detention	
awaiting release to parents	76%
awaiting transfer to other setting	8
awaiting court hearings	9
court-ordered sentence	4
other	3
2. Release Setting	
home	88%
social services	5
correctional or other judicial setting	7

Average Length of Stay: 2.5 days

Average Daily Population: 0.63 juveniles

Source: Phase I Jail Survey (12 month sample), July, 1981.

Conclusions drawn from the the data which are significant for the development of a realistic jail removal plan include:

1. Over half of all youth jailed are charged with either misdemeanants, status offenders, or non-offenders.
2. Since the average length of stay for jailed juveniles is 2.5 days, it is likely that out-of-home placements can be of short-term duration.
3. Because 94 percent of the juvenile justice population did not commit serious crimes as defined by the JJDP Act, there is little need for secure detention of juveniles.
4. Nearly half (46 percent of the juvenile justice population is intoxicated at apprehension.)

Overview of Removal Plan

OMARR selected specific alternatives to jail after the eight month needs assessment process. The results of the needs assessment coupled with programs and services investigated by the steering committee provided the basis for decision-making. Those alternatives determined to be viable for implementation and future funding established the specific plan for removal of juveniles from adult jails and lockups. Emphasis has been placed on the use of nonresidential alternatives and the development of community resources as a response to the needs of juveniles.

The five county area has developed the following plan and implementation schedule to accomplish removal:

Completion Date	Activity
February, 1982	Juvenile court intake in each county, 24 hours/day, seven days/week.

Completion Date	Activity
	Implementation of specific custody/release criteria as juvenile court rules.
March, 1982	Training for juvenile intake officers in the screening process, Arkansas Juvenile Code, crisis and family counseling, supervision of foster care placements, and substance abuse counseling, home detention, and probation services.
June, 1982	Development of written procedures regarding law enforcement's role at apprehension.
	Training for law enforcement, probation, and the court about how 24-hour intake will operate, where apprehended juveniles should go, and how decisions for release/hold will be made.
	Implementation of emergency holding for violent or intoxicated juveniles: a small (two bed) multipurpose, nonsecure holdover facility unit with intensive supervision.
	Implementation of emergency transportation services.
December, 1982	Provision for emergency shelter care.
	Recruitment and training of 21 emergency and short-term foster care parents.

Comparison of Pre-Removal Practice and Post-Removal Projections

Table AR4 compares service and placement practices of the juvenile justice system before and after the implementation of the jurisdiction's removal plan. Prior to participation in the JRI, roughly half (49 percent) of the juveniles coming into contact with the justice system received intake services. Once the intake component of the removal plan is fully operationalized, all youth will receive intake services. One-tenth of pre-removal intakes were placed in adult jails; the region had no secure juvenile detention capability. Under the removal plan, juveniles who are eligible for (based on specific, written criteria) and referred to secure detention (a projected five percent of all

TABLE AR4
PRE-REMOVAL PRACTICE VERSUS PROJECT POST-REMOVAL PRACTICE:
OZARK MOUNTAIN ARKANSAS INTAKES

Services	Pre-Removal Practice (%) (n = 113)[a]	Post-Removal Practice (%) (projected n = 556)[b]
Intake Screening	49%	100%
Settings		
Adult Jail	10%	0%
Secure Juvenile Detention	not available	0
Intensive Supervision[c]	0	5
Shelter Care	8	13
Foster Care	1	8
Detox	0	7
Release	81	67

[a]Source: Phase I Intake Survey (45 day sample), July, 1981.

[b]Post-Removal projections are based upon intake workers' preferred placement option coupled with juveniles' eligibility for placement according to locally developed, specific criteria. Data were projected from Phase I surveys. Source: Jurisdictional Application for Phase II of the JRI.

[c]Intensive supervision is provided in lieu of secure juvenile detention. Intensive supervision will physically take place at the Detox unit, an unlocked setting.

intakes) will be placed in the detox unit under intensive supervision. Vividly expressed in the table is the fact that the jurisdiction, based upon the planning process, saw no need to utilize secure detention for juveniles offenders.

Ramifications of the Removal Plan

The planning process revealed a greater need for temporary, nonsecure placements than what the jurisdiction provided prior to JRI involvement. Projected post-removal practices show an increased placement rate of five percent for shelter care, seven percent for foster care, and seven percent for the detox unit. While these nonsecure placement increases might be viewed as "widening the net," one must bear in mind that, according to specific criteria, a portion of the juvenile population shows legitimate demand for these services. Although a lack of services is sometimes conducive to returning a child to the natural home, this is not to imply that return to home is always an adequate response by the justice system to the needs of the youth population. In terms of secure detention, the jurisdiction is not widening the net; the only "secure" detention is provided through intensive supervision in an unlocked setting.

A second ramification of the removal plan was increased coordination and cooperation between sectors of the juvenile justice system. Clear, written cooperative agreements were developed between intake, the courts, law enforcement, and service providers. In order to ensure the effectiveness of the removal plan, it was necessary for intake to delineate its relationship to other juvenile justice practitioners in the region. The courts' endorsement of the objective intake criteria was vital, as was the courts' permission to allow intake the authority of making release/detain decisions. The role of law enforcement at the time of custody and procedures of interaction between law

enforcement and intake necessitated the establishment of clear and uniform guidelines. Finally, documents regarding the responsibilities of intake to service providers (detox, shelter, and foster) and vice-versa needed to be generated.

Costs of the Removal Plan

The costs of the removal plan are presented below by two means. First, for each service or program implemented by OMARR, the percentage of funds allocated to various budget categories are shown. These budget categories are presented for both startup and operating costs. Removal plan costs are displayed secondly as estimated investments per child. These estimates are based upon projected caseload sizes. Based upon projected caseload size, these estimates were chosen over estimates based upon capacity to more realistically reflect the costs per population served.

Table AR5 presents proportional budget categories of jurisdiction's removal plan. For each component of the removal plan, startup costs are separated from operational costs.* With the exception of administrative/support costs, no staff costs are allocated for either the detox/intensive supervision unit, foster care, or shelter care. The jurisdiction plans to use off-duty law enforcement and other volunteers to operate the detox/intensive supervision unit and will contract with private service providers for both foster and shelter care.**

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*See page 149 for methodology of budget computation and definitions of startup and operating costs.

**The jurisdiction does not have to reimburse staff for detox/intensive supervision; local law enforcement and other volunteers have offered these services free of charge. It is likely that other jurisdictions implementing the same type of program would have to anticipate payment for staff services at the detox/intensive supervision unit.

TABLE AR5
REMOVAL PLAN PROPORTIONAL BUDGET CATEGORIES:
OZARK MOUNTAIN, ARKANSAS

	Intake/ Crisis Intervention		Detox/ Intensive Supervision		Foster		Shelter	
	Startup (6 mos)	Operating (12 mos)	Startup (6 mos)	Operating (12 mos)	Startup (6 mos)	Operating (12 mos)	Startup (6 mos)	Operating (12 mos)
Personnel	68%	82%	100%	9%	100%	19%	100%	3%
Non-Personnel								
Contractual						73%		95%
Transportation		10%		4%		8%		2%
Training	10%							
Other	22%	8%		87%				
GRAND TOTAL	$42,827	$66,824	$10,834	$17,928	$3,610	$8,677	$3,610	$45,690

Therefore, personnel costs during full operation range from minimal (three percent) to slight (19 percent) for each component of the plan except intake.

Since intake workers need to be professionally trained staff, personnel costs comprise 82 percent of the operating budget for intake. Non-personnel costs for the operation of intake are comprised of transportation, general operating, and supplies. Transportation funds (56 percent of non-personnel costs) are expended every time a child is in the custody of law enforcement.*

Detox/intensive supervision non-personnel costs consist of transportation, general operating, supplies, and facility costs (rent). Rent alone makes up 75 percent of the total operating costs for the detox unit. For both foster and shelter care, nonpersonnel costs are almost wholly comprised of contractual costs for direct services. For these two alternatives, the only additional non-personnel cost is transportation.

Table AR6 presents the removal plan components and their associated operating costs. The operating costs include administrative/staff, training, contractual, transportation, general operating, supplies, facility, and equipment costs.

The cost of 24-hour intake for OMARR is approximately $120 per intake. Because intake in the region is decentralized and personalized (i.e., one intake worker per county; face-to-face intake service with youth at the scene of custody), the cost of intake per child is at this level. The jurisdiction expects to serve 556 intakes over 12 months for an average of about 1.5 intakes per day over the five county area. The decentralized intake policy thus produces an

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*The intake worker is required to meet youth at the scene of custody and drive them to either an out-of-home placement (if warranted) or to the juvenile's residence if guardians cannot themselves pick up the child.

TABLE AR6
REMOVAL PLAN COMPONENTS AND ASSOCIATED OPERATING COSTS:*
OZARK MOUNTAIN ARKANSAS

Services and Programs	Number of Juveniles	Average Length of Stay	Investment Per Child
Intake/Crisis Intervention	556	NA	$120.18
Detox/Intensive Supervision	69	2.3 days	$112.97/day
Foster Care	42	30 days	$6.89/day
Shelter Care	72	30 days	$21.15/day

Planning costs for this removal plan are estimated at $21,500 over 8 months.

*The projected number of juveniles who would have been jailed without this removal plan is 138.

intake staff/client ratio of 3.3:1 per day. The jurisdiction chose the decentralized approach as the most viable method to provide intake because of the long travel times between county seats (an average of one and one-half hours, one-way), the desire to provide face-to-face intake services with juveniles, and the perceived necessity of developing and maintaining high visibility within each county. Jurisdictional personnel believe that decentralized intake will politically and economically encourage the counties to continue the removal plan after Phase II funding expires.

The cost of the detox/intensive supervision unit is approximately $113/child/day. The reader is reminded that this cost is based upon projected caseload instead of capacity.* As with intake costs, the small caseload size inflates the dollars invested per child to receive services. However, it is essential to have both intake and detox/intensive services available on a round-the-clock basis. Therefore, the availability of these direct services to the anticipated caseloads places the investment per child at this level.

In contrast to the costs per child for intake and detox/intensive supervision services, both foster and shelter care components of the removal plan produce different dollar investments per child. Provision of foster care is expected to cost about $7 per child per day; shelter is anticipated to cost the jurisdiction about $21 per child per day. The investment per child is at this level for both foster and shelter because these services are being contracted. Thus, the caseload size is effectively (in terms of cost) the same as the capacity size.

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*The projected operating cost of the detox/intensive supervision unit, based on capacity, is $24.56 per bed per day.

In summary, the operating costs of OMARR's removal plan is reflective of both the acquisition of new services and the utilization of resources currently existent in the region. When the jurisdiction has to provide newly acquired services and programs (i.e., intake and detox/intensive supervision), the investment per child, based on caseload size, is over $100; when the jurisdiction can utilize currently existent community resources (shelter and foster care), the investment per child is less than $22.

SCENARIO OF VILLAGE OF BOLINGBROOK, ILLINOIS

VILLAGE OF BOLINGBROOK, ILLINOIS

Geographic Description

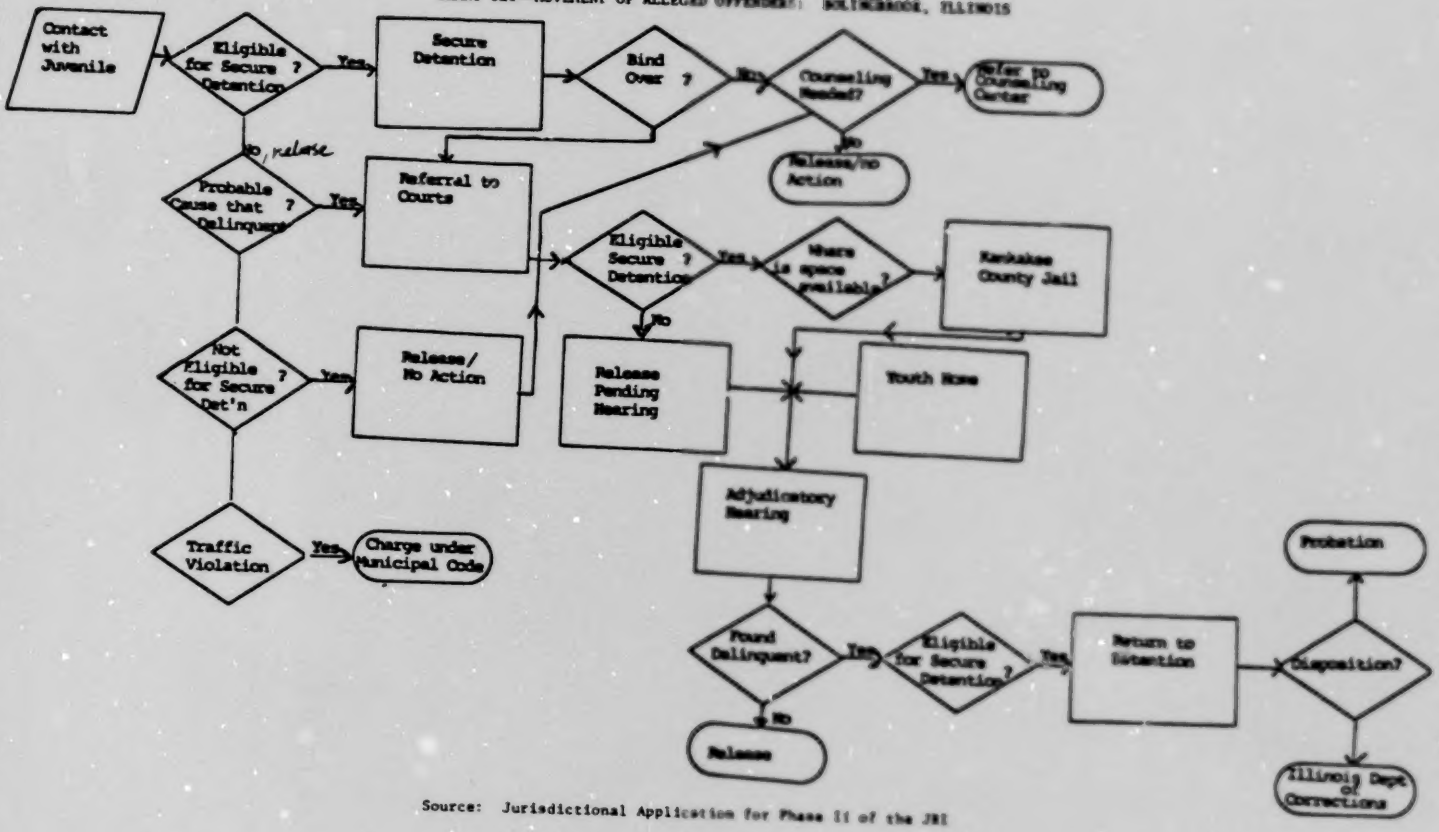
The Village of Bolingbrook is located 35 miles southwest of Chicago, and is a community which exemplifies the modern American trend toward suburban living. Bolingbrook is in Will County; a county which is for the most part rural, although rapidly growing in population. The Village is less than 19 years old. Bolingbrook is one of the few areas where young Chicago families can afford to purchase their first home. Buildings and contractors have hastily erected entire tracts of relatively inexpensive housing; many are HUD 235 and 236 units for lower income earners. This affordable housing has resulted in rapid population growth and an unprecedented concentration of children and adolescents.

The Village's current population is 40,000, increasing seven-fold since its incorporation in 1965. The average age is less than 19 years with 46 percent of the population being 18 years old or younger. Most households are headed by high school graduates who are now blue-collar and lower-level white-collar workers.

Description of the Juvenile Justice System

The Illinois Juvenile Court Act specifies that a juvenile may be detained if (1) the offense committed is a delinquent offense and a perceived threat of harm to self or others exists, or (2) flight from the jurisdiction of the court is likely. As such, the procedure allows law enforcement a great deal of discretion in the decision to release/detain, although Senate Bill 346 prohibits the incarceration of any status offenders. Law enforcement officials can hold delinquent offenders for up to 36 hours pending a detention hearing before a juvenile court judge. If the juvenile was detained initially, the judge generally

CHART IL1—MOVEMENT OF ALLEGED OFFENDERS: BOLINGBROOK, ILLINOIS



Source: Jurisdictional Application for Phase II of the JRI

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detains also until the adjudicatory hearing. Ten judicial days is the maximum length of stay prior to adjudication. Diverrion out of the juvenile justice system can occur at any point until the dispositional hearing (see Chart IL1). The Illinois Legislature currently has a bill pending (SB 623) mandating the removal of Minors in Need of Care (MINS) from juvenile court jurisdiction. This bill will be considered in Spring of 1982.

Obstacles to Removal

The Village of Bolingbrook is faced with several obstacles to jail removal.

Economic Obstacles--Bolingbrook is a very transient community. Also, most household owners are young, 56 percent with both parents working outside the home, and approximately 22 percent being single parent households. Neighbors rarely depend on each other, and few extended families live in the community. The average per capita income level of the Village is $17,000/year, with few families having money to invest. The tax base of the Village is not a wealthy one, and current revenue bonds and referendums are aimed at better educational facilities. Without funds to make alternatives accessible, jail is the only short-term placement option. Additionally, no funds or personnel are available to transport juveniles to placements other than the Village jail.

Lack of Services as an Obstacle--The Bolingbrook Police Department is not trained to conduct intake screening nor to provide crisis intervention services. The Department's main role has been one of investigation and apprehension.

There are no emergency shelter care facilities in Will County, and foster beds provided by the Illinois Status Offender Program are long-term rather

than crisis-oriented. Existing group homes such as the Guardian Angel Home also have no capacity for emergency, short-term holding.

Very few juvenile offenders receive services from the Illinois Department of Children and Family Services. Of the near 5,400 cases handled by the Department of Children and Family Services, nearly 99 percent are child welfare, abused and neglected children.

The Will County Division of Mental Health is not serving juvenile offenders even though such service is mandated by state statute. Only one percent of the current caseload is referred from the court.

Finally, the Bolingbrook Counseling Center is overburdened with a current waiting list of over 60 juveniles. In the past, police referrals have accounted for over one-third of all counseling referrals.

Perceptions of Service Needs as an Obstacle--Prior to involvement in a comprehensive needs assessment process, the Village perceived a need for crisis foster care, shelter care placements, and the building of a regional detention center. A station adjustment program was also considered as a police diversion program. The construction of a detention center had been pursued by the Village for nearly ten years because the county would not pay for purchase of care in nearby detention centers. Even with the development of a detention center, use of adult jails and lockups continued to be perceived as needed for the serious and violent delinquent offenders. Within the existing jails, plans for complete sight and sound separation of juveniles from adults were given very little consideration. Further, no thought was given to developing specific intake criteria or 24-hour intake screening as a method of controlling the number of juveniles receiving services outside the home.

Opportunities for Removal

Initial support for participation in the Initiative was gained through the establishment of a steering committee to oversee the plan development process. The committee included the state's attorney office, the juvenile judge, probation, the Village mayor, superintendent of schools, law enforcement, and other citizens. Subcommittees of citizen volunteers were used to investigate existing services which would be used and conduct the various needs assessment tasks. The Bolingbrook Community Resources Survey (BCRS) was used to identify service gaps between the point of juvenile contact with law enforcement and the dispositional hearing. The BCRS identified what services were lacking and what services could be used through cooperative agreements. The steering committee, along with the Village and the Police Department, committed themselves to 100 percent removal and the adoption of specific intake criteria for decisions regarding placements outside the home. A comprehensive needs assessment process was also endorsed as the only method of investigating the need for juvenile services.

Pre-Removal Juvenile Justice Attributes

In 1980 the Bolingbrook Police Department experienced approximately 1,000 juvenile contacts resulting in 320 youth arrests (see Table IL1). In this same year Senate Bill 346 prohibiting the incarceration of status offenders was passed by the Illinois Legislature. Will County did not have a shelter care or secure detention facility, and only received its first full-time juvenile court judge in June, 1980. Court intake screening and crisis-oriented services did not exist.

The Village of Bolingbrook has a police lockup with eight holding cells, three cells are for juveniles. The maximum time juveniles can be held in these

TABLE IL1
1980 JUVENILE ARRESTS AND NUMBER JAILED
BOLINGBROOK, ILLINOIS

County	Juvenile Holding Capacity	Arrests	Juveniles Jailed	Rate of Jailing (%)
Will	3	320	51	16%

TABLE IL2
JUVENILE INTAKE POPULATION CHARACTERISTICS
BOLINGBROOK, ILLINOIS

Characteristic	Intaked Juveniles Population Distribution (percentage) (n = 180)
1. Age	
less than 12	31%
13-14	24%
15-16	43%
17 and older	2%
2. Sex	
male	81%
female	19%
3. Race	
white	76%
black	19%
other	15%
4. Offense Classification	
serious crimes	10%
other felony	22%
misdemeanor	41%
status offense	23%
nonoffender	4%

Source: Jurisdictional Application for Phase II of the JRI.

cells is 48 hours. Prior to implementing the removal plan, the Village also used the Kankakee County Jail where several cells had been renovated for detaining juveniles. In 1980 51 youths were held securely for a detention rate of 16 percent of all juvenile arrests. Of the 51 held, nine were detained in the Kankakee County Jail. No juvenile securely detained in Kankakee was adequately separated by "sight and sound" as defined by OJJDP. As a result, on June 22, 1981, Will County Associate Judge Vincent Cerri ruled that Will County juveniles cannot be detained in the Kankakee County Jail.

Results of Needs Assessment

Table IL2 presents juvenile intakes across selected characteristics.* The largest demographic variation of the intake population is identified by sex; males were more likely to be apprehended by law enforcement than females. Offense distributions are similar to those of other scenarios. The largest portion of intakes were misdemeanor offenders (41 percent). Status offenders comprised almost one-fourth of intakes (23 percent) while less serious felony offenders formed 22 percent of all intakes. Of all juvenile intakes, only ten percent were charged with serious crimes as defined by the JJDP Act (as amended). Indeed, almost three-fourths (68 percent) of the intakes were either misdemeanor, status, or nonoffenders.

Overview of Removal Plan

The types and level of services involved in the plan were based upon an extensive analysis of existing police records, juveniles held in detention, and a police contact survey sampling arrests for a period of two months. The

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*Since the jurisdiction did not utilize a jail survey, no comparisons are available between the intake population and the jailed population.

need for placements outside the home was based upon specific intake criteria. Emphasis is being placed on comprehensive intake services and a nonresidential multi-service, police operated, juvenile outreach center. The following services are included in the plan.

December, 1981 -- Implementation of specific custody/release criteria as juvenile court rules, and cooperative procedures for apprehension between law enforcement and the court.

January, 1982 -- Twenty-four hour crisis intervention and intake screening services.

-- Short-term counseling and supervision by social workers.

-- Provision for purchase of care, short-term secure detention for assaultive, violent offenders.

-- Station adjustment program with family counseling.

March, 1982 -- Implementation of emergency transport services to pretrial residential programs.

May, 1982 -- Home detention for serious offenders eligible for secure detention under criteria but released to the home by the intake worker.

-- Provision for purchase of care, emergency shelter care and foster care families.

Comparison of Pre-Removal Practice and Post-Removal Projections

Table IL3 compares service and placement practices of the juvenile justice system before and after the implementation of the jurisdiction's removal plan. Prior to participation in the JRI, none of the juvenile justice population received intake services. Once the intake component of the removal plan is

TABLE IL3
PRE-REMOVAL PRACTICE VERSUS PROJECT POST-REMOVAL PRACTICE:
BOLINGBROOK, ILLINOIS INTAKES

Services	Pre-Removal Practice (%) (n = 180)[a]	Post-Removal Practice (%) (projected n = 1500)[b]
Intake Screening	0%	100%
Settings		
Adult Jail	16%	0%
Secure Juvenile Detention	not available	3%
Shelter Care	0%	1%
Foster Care	0%	3%
Home Detention	0%	3%
Supervised Release	0%	7%
Station Adjustment	0%	27%
Crisis Intervention	0%	18%
Release/No Action	84%	38%

[a] Source: Phase I Intake Survey (57 day sample), June, 1981.

[b] Post-Removal projections are based upon intake workers' preferred placement option coupled with juveniles' eligibility for placement according to locally developed, specific criteria. Data were projected from Phase I surveys. Source: Jurisdictional Application for Phase II of the JRI.

fully operationalized, all youth will receive intake services. Of pre-removal intakes, 16 percent were placed in adult jails; the county had no secure juvenile detention capability. Under the removal plan, juveniles who are eligible for (based on specific, written criteria) and referred to secure detention (a projected three percent of all intakes) will be placed in a detention center in a nearby county. Vividly expressed in the table is the fact that the jurisdiction, based upon the planning process, saw little need to utilize secure detention for juvenile offenders.

Ramifications of the Removal Plan

The planning process revealed a greater need for temporary, nonsecure placements and services than what the jurisdiction provided prior to JRI involvement. Projected post-removal practices show an increased placement rate of one percent for shelter care, three percent for foster care, and three percent for home detention. In addition, increased rates of nonsecure services include: supervised release by seven percent, station adjustment (diversion) by 27 percent, and crisis intervention by 18 percent. While these nonsecure rate increases might be viewed as "widening the net," one must remember that, according to specific criteria, a portion of the juvenile population showed legitimate demand for these services. Although a lack of services sometimes results in returning a child to the natural home, immediate return to home is not always an adequate response by the justice system to the needs of the youth population. In terms of secure detention, the jurisdiction is not widening the net; the percentage of juveniles is expected to decrease from 16 percent to three percent.

A second ramification of the removal plan was increased coordination and cooperation between sectors of the juvenile justice system. Clear, written

cooperative agreements were developed between intake, the courts, law enforcement, and service providers. In order to ensure the effectiveness of the removal plan, it was necessary for intake to delineate its relationship to other juvenile justice practitioners in the region. The courts' endorsement of the objective intake criteria was vital, as was the courts' permission to allow intake the authority of making release/detain decisions. The role of law enforcement at the time of custody and procedures of interaction between law enforcement and intake necessitated the establishment of clear and uniform guidelines. Too, documents regarding the responsibilities of intake to service providers (secure detention, shelter, and foster) and vice-versa needed to be generated. Finally, responsibilities of juveniles and parents who participate in the home detention program needed to be detailed.

Costs of the Removal Plan

The costs of the removal plan are presented below by two means. First, for each service or program implemented by the Village of Bolingbrook, the percentage of funds allocated to various budget categories are shown. These budget categories are presented for both startup and operating costs. Removal plan costs are displayed secondly as estimated investments per child. These estimates are based upon projected caseload sizes. Based upon projected caseload size, these estimates were chosen over estimates based upon capacity to more realistically reflect the costs per population served.

Table IL4 presents the proportional budget categories of the jurisdiction's removal plan. For each component of the removal plan, startup costs are separated from operational costs.* Personnel costs during full operation range from 80

*See page 149 for methodology of budget computation and definitions of startup and operating costs.

TABLE IL4
REMOVAL PLAN PROPORTIONAL BUDGET CATEGORIES
BOLINGBROOK, ILLINOIS

	Intake		Crisis Intervention		Station Adjustment		Supervised Release	
	Startup (1 mo.)	Operating (17 mos)	Startup (1 mo.)	Operating (17 mos)	Startup (1 mo.)	Operating (17 mos)	Startup (1 mo.)	Operating (17 mos)
Personnel		86%		80%		95%		87%
Non-Personnel								
Contractual								
Transportation		9%		17%				8%
Training								
Other	100%	5%	100%	3%	100%	5%	100%	5%
GRAND TOTAL	$395	$86,728	$75	$23,252	$103	$22,196	$103	$24,133

	Home Detention		Foster Care		Shelter Care		Secure Detention	
	Startup (1 mo.)	Operating (17 mos)	Startup (1 mo.)	Operating (17 mos)	Startup (1 mo.)	Operating (17 mos)	Startup (1 mo.)	Operating (17 mos)
Personnel		85%	91%	70%	91%	59%	90%	63%
Non-Personnel								
Contractual				22%		19%		21%
Transportation		9%				19%		12%
Training								
Other	100%	6%	9%	8%	9%	3%	10%	4%
GRAND TOTAL	$94	$15,855	$1,128	$25,786	$199	$5,253	$560	$13,543

percent to 95 percent for various non-contractual components of the plan. This range compares favorably with the information found in Chapter II, Cost Models. In general, personnel costs are less (ranging from 59 to 70 percent) for components which involve direct service contracts (i.e., foster, shelter, and secure detention).

Non-personnel costs for the operation of intake are comprised of transportation, general operating, and supplies. Transportation costs are expended when the intake worker is needed to drive a juvenile to either an out-of-home placement (if warranted) or to the juvenile's residence if guardians cannot themselves pick up the child. With the exception of contractual services, transportation costs represent the single largest non-personnel expenditure for each component of the removal plan. For foster care, shelter care, and secure detention non-personnel costs heavily reflect contractual costs for direct services.

Table IL5 presents the removal plan components and their associated operating costs. The operating costs include all cost elements found in Table IL4 (administrative/staff, training, contractual, transportation, general operating, supplies, and equipment costs).

The cost of 24-hour intake for the Village of Bolingbrook is approximately $58 per intake. Because intake in the county is centralized (i.e., a central office makes all release/detain decisions), the cost of intake per child is less than that experienced with decentralized intake (see Ozark Mountain Arkansas scenario). The jurisdiction expects to serve 1,500 intakes over 17 months for an average of about 2.9 intakes per day in the county. The centralized intake policy thus produces an intake staff/client ratio of 1.7 per day. The jurisdiction viewed this approach as the most viable method to provide intake because of the relatively small geographical area of the county.

TABLE IL5
REMOVAL PLAN COMPONENTS AND ASSOCIATED OPERATING COSTS:*
BOLINGBROOK, ILLINOIS

Services and Programs	Number of Juveniles	Average Length of Stay	Investment Per Child
Intake	1,500	NA	$57.82
Crisis Intervention	304	NA	$76.49
Station Adjustment	417	NA	$53.23
Supervised Release	101	NA	$238.94
Home Detention	49	10 days	$32.36/day
Foster Care	51	14 days	$36.11/day
Shelter Care	9	14 days	$41.69/day
Secure Detention	45	4 days	$75.24/day

Planning costs for this removal plan are estimated at $34,000 over 5 months.

*The projected number of juveniles who would have been jailed without this removal plan in 45.

The cost of the supervised release program is approximately $239/child. The reader is reminded that this cost is based upon projected caseload instead of capacity.* The small caseload size inflates the dollars invested per child to receive services. Since the jurisdiction views it essential to provide supervised release as an alternative to adult jails and lockups, but anticipates a caseload of 10% over 17 months, the investment per child is at this level.

In contrast to the costs per child for supervised release, all other components of the removal are operated with a lower dollar investment per child. Crisis intervention and station adjustment are anticipated to cost $76 and $53 per child, respectively. Provision of foster care is expected to cost about $36 per child per day; shelter is anticipated to cost the jurisdiction about $42 per child per day; secure detention is project to cost about $75 per child per day. The investment per child for foster, shelter, and secure detention is at these levels because these services are being contracted. Thus, the caseload size is effectively (in terms of cost) the same as the capacity size.

In summary, the operating costs of Bolingbrook's removal plan include both the acquisition of new services and the utilization of resources currently existent in neighboring counties. When the jurisdiction provides newly acquired services and programs (i.e., intake and supervised release) the investment per child, based on caseload size, is generally more costly than when the jurisdiction can utilize currently existent community resources.

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*The projected operating cost of the detox/intensive supervision unit, based on capacity, is $32.68 per case per day.

SCENARIO OF SIXTEENTH JUDICIAL DISTRICT OF LOUISIANA

SIXTEENTH JUDICIAL DISTRICT OF LOUISIANA

Geographic Description

The Sixteenth Judicial District of Louisiana, comprised of St. Mary, St. Martin and Iberia Parishes, is located in the South-central part of the state. This region is 60 miles south of Baton Rouge and 100 miles northwest of New Orleans. The parishes are located along the sea coast where the waters of the Atchafalea Basin drain into the Gulf of Mexico. The tri-parish region has an average population density of 62 people per square mile. The total population is nearly 168,500. The population of the tri-parish rose by 16 percent between 1960 and 1970 with a continued 12 percent increase between 1970 and 1980. These increases in population have largely been due to discoveries of oil and gas reserves and accompanying employment in the petroleum industry. The petroleum industry work force accounts for 75 percent of the tri-parish work force. The oil boom has introduced a substantial lack of stability: housing is limited; the work force is young and transient; the incidence of alcohol and drug abuse is high; crimes committed by workers are growing; and a large volume of runaways seeking employment and fortune continues to increase. In short, the lifestyle of the young oil industry worker and the rapid change from an agricultural to technological petroleum industrial area has not blended well with the tightly knit family unit of the Acadian "Cajun" population.

In 1980, the juvenile of 10-17 year olds in the tri-parish area was 23,646 or 14 percent of the total population (and 38 percent of the total juvenile population of 61,806.

Description of the Juvenile Justice System

The Louisiana Juvenile Code of Procedure allows law enforcement officers, peace officers, and probation officers to take a juvenile into custody and

place the juvenile outside the home on an arrest or compliant charge. Any juvenile may be released to the care of a parent or guardian upon their written promise to bring the juvenile to court at specified times. Juveniles taken into custody for a delinquent act, if not released, must be taken to a juvenile detention center. Juveniles in need of supervision or care must be taken to a shelter care facility when not released to the parent. For all juveniles taken into custody, a report must be submitted to the district attorney or the court. The report must be submitted within seven days if the juvenile is released. If placed in a facility, the report is due within 24 hours of the time of custody.

The officer taking the juvenile into custody must immediately notify the parent or guardian. If the juvenile is not released a show-cause hearing must occur within 72 hours. If the hearing is not held, the juvenile must be released unless the juvenile requests a hearing continuance. Juveniles may be held in jail following the show-cause hearing if s/he is 15 years of age or older and disruptive in juvenile detention. The juvenile must be kept entirely separate from adult offenders when placed in jail.

Following the show-cause hearing, a petition must be filed within 48 hours of the hearing or the juvenile must be released. Beyond this, the Code of Procedure specifically addresses all due process safeguards and limits delays in processing juveniles with specific time schedules for all hearings.

Parish sheriffs' offices have full responsibility for law enforcement functions in the District. In addition, each incorporated city has its own police force. The court system is comprised of three courts: district court, city courts, and mayor's court. No court has exclusive jurisdiction over juvenile matters, although most juvenile offenders are handled by the district court. Diversion from the system can occur at any point prior to disposition through an informal adjustment agreement or outright dismissal.

Current programs available to the District are the Lafayette Parish Juvenile Detention Facility, Samaritan House and the Acadian Mental Health Center. The detention facility services juveniles from other parishes on a space available basis; Samaritan House serves only females, and the Acadian Center provides family counseling.

Obstacles to Removal

The tri-parish area is faced with several obstacles for removal. The obstacles discussed below include lack of services, economic, and legal obstacles.

Lack of Services as an Obstacle--No nonsecure residential facility for male offenders is available. Centralized intake screening, an available capability for secure detention outside of jail, and a transportation system are also lacking.

Economic Obstacles--The area, not wealthy in tax base, currently does not have funds to provide a network of alternatives nor transportation services for juveniles.

Legal Obstacles--Article 41 of the Juvenile Code of Procedure which allows juveniles 15 years or older, adjudged dangerous to other juveniles in juvenile detention, to be held in jail. The use of Article 41 by the courts has not been monitored thus far.

Opportunities for Removal

The tri-parish region developed support for developing a removal plan by having their steering committee individually interview local law enforcement, juvenile officers, court judges, and Department of Human Resources personnel regarding the Removal Initiative. A public hearing was also held. Prior support for removal was also established by the Louisiana Legislature in 1978

when they mandated that a detention and shelter care study be conducted with major emphasis placed on removing juveniles from jail to detention or shelter care. A portion of the plan the study recommended was implemented in the latter part of 1981 in a parish less than 100 miles to the east of the tri-parish area, and this has given the tri-parish area still further impetus to pursue the removal of juveniles from jail.

Pre-Removal Juvenile Justice Attributes

The Sixteenth Judicial District contains five city and three parish jails. Each jail and its respective holding capacity is identified in Table LA1.

During the period from January 1, 1980 to December 1, 1980 a total of 790 juveniles were arrested in the District. In the same period 63 juveniles were held in adult jails and lockups. Twenty-eight of the 63 were commingled with adult offenders. Complete "sight and sound" separation exists in the St. Mary and Iberia Parish Jails only. Juveniles detained in adult jails were comprised of assaultive offenders, runaways, juveniles being tried as adults and juveniles awaiting intake or release to parents.

Results of Needs Assessment

Table LA2 compares jailed juveniles to juvenile intakes across selected characteristics. Some variation exists between jailed juveniles and intakes across the demographic variables. The largest demographic variation between the jail and intake populations is identified by age and sex: no child less than 13 was held in jail, but 32 percent of intakes were less than 13. Too, males were 15 percent more likely to be jailed than females. Offense classifications differ greatly between the jail and intake populations. While 25 percent of intakes were status offenders, 40 percent of jailed juveniles were

TABLE LA1
1980 JUVENILE ARRESTS AND NUMBER JAILED
16th JUDICIAL DISTRICT LOUISIANA

Parish	Juvenile Holding Capacity	Arrests*	Juveniles Jailed	Rate of Jailing (%)
St. Mary	2	318	25	8%
St. Martin	4	175	14	8%
Iberia	4	297	24	8%
	10	790	63	8%

* Based on juvenile population proportions

Source: Jurisdictional Application for Phase II of the JRI.

TABLE LA2
JAIL AND INTAKE JUVENILE POPULATION CHARACTERISTICS
16th JUDICIAL DISTRICT LOUISIANA

Characteristic	Jailed Juveniles Population Distribution[a] (percentage) (n= 120)	Intaked Juveniles Population Distribution[b] (percentage) (n= 152)
1. Age		
less than 12	0%	32%
13-14	20	26
15-16	70	38
17 and older	10	4
2. Sex		
male	85	70
female	15	30
3. Race		
white	65	62
black	35	38
4. Offense Classification		
serious crimes	20	11
other felony	40	28
misdemeanor	0	9
status offense	40	25
nonoffender	0	27

[a]Source: Phase I Jail Survey (12 month sample), August, 1981

[b]Source: Phase I Intake Survey (2 month sample), August, 1981

TABLE LA3
REASONS FOR DETENTION AND RELEASE STATUS OF JAILED JUVENILES:
16th JUDICIAL DISTRICT LOUISIANA

Variable	Jailed Juveniles (percentage) (n = 120)
1. Reason for Detention	
awaiting release to parents	60%
awaiting transfer to other setting	5
awaiting court hearings	15
court-ordered sentence	10
other	10
2. Release Setting	
home	89%
social services	5
correctional or other judicial setting	6

Average Length of Stay: 1.3 days

Average Daily Population: 2.0 juveniles

Source: Phase I Jail Survey (12 month sample), August, 1981.

status offenders. Also, 28 percent of intakes committed less serious felonies as compared to 40 percent of jailed juveniles. Of all those jailed, 20 percent were charged with serious crimes as defined by the JJDP Act (as amended). Almost half (40 percent) of the jailed juveniles were status offenders.

Table LA3 presents the procedural reasons why children were held in jail and identifies the settings juveniles were released to. Most jailed children (60 percent) were released to parents. Over one-tenth (15 percent) were jailed awaiting court hearings. Ten percent were serving post-dispositional court ordered sentences. The vast majority of jailed youth (89 percent) were ultimately released to the home; five percent went to nonsecure residential settings; six percent were transferred to either state juvenile detention homes or other law enforcement agencies in the juveniles' home county or state. The average length of stay of juveniles held in adult jails was 1.3 days with 50 percent being released within 24 hours and 28 percent staying beyond 48 hours. The average daily population was 2.0, but on any given day as many as five juveniles were held in jail.

Conclusions drawn from the data which are significant for the development of a jail removal plan include:

1. Almost half (40 percent) of all youth jailed are charged as status offenders.
2. Since the average length of stay for jailed juveniles is 1.3 days, it is likely that out-of-home placements can be of short-term duration.
3. Because 89 percent of the juvenile justice population did not commit serious crimes as defined by the JJDP Act, there is little need for secure detention of juveniles.

Overview of Removal Plan

The Sixteenth Judicial District selected specific alternatives to jail after the seven month needs assessment process. The results of the needs assessment coupled with programs and services investigated by the steering committee provided the basis for decision-making. Those alternatives determined to be viable for implementation and future funding established the specific plan for removal of juveniles from adult jails and lockups. Emphasis has been placed on the use of nonresidential alternatives and the development of community resources as a response to the needs of juveniles.

The tri-parish area's plan and implementation schedule to accomplish removal consists of the following.

March, 1982 -- Implementation of centralized court intake screening and crisis intervention services 24 hours a day, seven days a week.

-- Implementation of specific release/detention criteria for secure and nonsecure pretrial holding.

June, 1982 -- Provision for 24 hours a day, seven days a week transportation services to transfer juveniles to an appropriate setting within six hours.

-- Implementation of a shelter care program for emergency and short-term holding. The shelter will also provide family counseling.

-- Provision for intensive supervision unit in the shelter for holding serious and violent offenders.

-- Implementation of a monitoring system to track the processing of juveniles through the system.

Comparison of Pre-Removal Practice and Post-Removal Projections

Table LA4 compares service and placement practices of the juvenile justice system before and after the implementation of the jurisdiction's removal plan. Prior to participation in the JRI, none of the juveniles coming into contact with the juvenile justice system received intake services. Once the intake component of the removal plan is fully operationalized, all youth will receive intake services. Eight percent of pre-removal intakes were placed in adult jails; the region had only limited secure juvenile detention capability. Under the removal plan, juveniles who are eligible for (based on specific, written criteria) and referred to secure detention (a projected seven percent of all intakes) will be placed in the shelter facility under intensive supervision. Explicitly shown in the table is the fact that the jurisdiction, based upon the planning process, saw no need to utilize secure detention for juvenile offenders.

Ramifications of the Removal Plan

The planning process revealed a greater need for temporary, nonsecure placements than what the jurisdiction provided prior to JRI involvement. Projected post-removal practices show an increased placement rate of 24 percent for shelter care (including intensive supervision). Even though these nonsecure placement increases in shelter care placements might be viewed as "widening the net," the reader is reminded that, according to specific criteria, a portion of the juvenile population showed legitimate demand for these services. Although a lack of services sometimes results in returning a child to the natural home, return to home is not always an adequate response by the justice system to the needs of the youth population. In terms of secure detention, the jurisdiction

TABLE LA4
PRE-REMOVAL PRACTICE VERSUS PROJECTED POST-REMOVAL PRACTICE:
16th JUDICIAL DISTRICT LOUISIANA INTAKES

Services	Pre-Removal Practice (%) (n = 152)[a]	Post-Removal Practice (%) (projected n = 1300)[b]
Intake Screening/ Crisis Intervention	0%	100%
Settings		
Adult Jail	8%	0%
Secure Juvenile Detention	Not available	0
Intensive Supervision[c]	0	7
Shelter Care	4	21
Release	88	72

[a]Source: Phase I Intake Survey (2 month sample), August, 1981.

[b]Post-Removal projections are based upon intake workers' preferred placement option coupled with juveniles' eligibility for placement according to locally developed, specific criteria. Data were projected from Phase I surveys. Source: Jurisdictional Application for Phase II of the JRI.

[c]Intensive supervision is provided in lieu of secure juvenile detention. Intensive supervision will physically take place at the shelter, an unlocked setting.

is not widening the net; the only "secure" detention is provided through intensive supervised in an unlocked setting.

A second ramification of the removal plan was increased coordination and cooperation between sectors of the juvenile justice system. Clear, written cooperative agreements were developed between intake, the courts, law enforcement, and service providers. In order to ensure the effectiveness of the removal plan, it was necessary for intake to delineate its relationship to other juvenile justice practitioners in the region. The courts' endorsement of the objective intake criteria was vital, as was the courts' permission to allow intake the authority of making release/detain decisions. The role of law enforcement at the time of custody and procedures of interaction between law enforcement and intake necessitated the establishment of clear and uniform guidelines. Finally, documents regarding the responsibilities of intake to shelter care providers and vice-versa needed to be generated.

Costs of the Removal Plan

The costs of the removal plan are presented below by two means. First, for each service or program implemented by the Sixteenth Judicial District, the percentage of funds allocated to various budget categories are shown. These budget categories are presented for both startup and operating costs. Removal plan costs are displayed secondly as estimated investments per child. These estimates are based upon projected caseload sizes. Based upon projected caseload, these estimates were chosen over estimates based upon capacity to more realistically reflect the costs per population served.

Table LA5 presents proportional budget categories of the jurisdiction's removal plan. For each component of the removal plan, startup costs are

TABLE LA5
REMOVAL PLAN PROPORTIONAL BUDGET CATEGORIES:
16th JUDICIAL DISTRICT LOUISIANA

	Intake/ Crisis Intervention		Short-Term Shelter/ Intensive Supervision	
	Startup (3 mos)	Operating (15 mos)	Startup (3 mos)	Operating (15 mos)
Personnel	100%	80%	100%	64%
Non-Personnel				
Contractual				7%
Transportation	20%			5%
Training				
Other				24%
GRAND TOTAL	$5,822	$36,312	$17,757	$138,155

separated from operational costs.* Personnel costs of removal plan components during full operation range from 64 percent for shelter/intake supervision to 80 percent for intake/crisis intervention.

Non-personnel costs of the removal plan consist of contractual, transportation, and training expenditures. Transportation costs comprise 20 percent of the total operating budget for intake. Expenditures for transportation occur when the intake worker drives the juvenile to either an out-of-home placement (if warranted) or to the juvenile's residence if guardians cannot cannot themselves pick up the child. For shelter care, the largest (24 percent) of the non-personnel costs are comprised of general operating, supplies, and maintenance funds. Additional non-personnel cost elements for shelter care are transportation (five percent) and contractual (seven percent).

Table LA6 presents the removal plan components and their associated operating costs. The operating costs include administrative/staff, training, contractual, transportation, general operating and supplies, facility, and equipment costs.

The cost of 24-hour intake/crisis intervention for the tri-parish area is approximately $32 per intake. The jurisdiction expects to serve 1,300 intakes over 15 months for an average of about 2.8 intakes per day over the tri-parish area. An intake staff/client ratio of 1:1 is used in the region.

The cost of the shelter/intensive supervision capability is approximately $24/child/day. The reader is reminded that this cost is based upon the funds required to accomplish complete removal. Actual costs per child to build and use the shelter care facility are to be higher.

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*See page 149 for methodology of budget computation and definitions of startup and operating costs.

TABLE LA6
REMOVAL PLAN COMPONENTS AND ASSOCIATED OPERATING COSTS:*
16th JUDICIAL DISTRICT LOUISIANA

Services and Programs	Number of Juveniles	Average Length of Stay	Investment Per Child
Intake/Crisis	1,300	NA	$32.41
Shelter/Intensive Supervision	216	30 days	$24.06/day

Planning costs for this removal plan are estimated at $86,000 over 7 months.

*The projected number of juveniles who would have been jailed without this removal plan is 216.

In summary, the operating costs of the jurisdiction's removal plan is reflective of both the acquisition of new services and the utilization of resources currently existent in the region. The jurisdiction has to provide newly acquired intake, crisis intervention, and intensive supervision services, but can rely upon the currently existing shelter to provide alternatives to adult jails and lockups for the region's juvenile justice population.

SCENARIO OF THE PENNSYLVANIA EXPERIENCE

REMOVAL OF JUVENILES FROM ADULT JAILS AND LOCKUPS: THE PENNSYLVANIA EXPERIENCE

Introduction

The single most comprehensive state effort to remove juveniles from adult jails and lockups has been undertaken by the Commonwealth of Pennsylvania which progress from 3,593 juveniles admissions in 1974 to 0 in 1980. Pennsylvania's planning and implementation efforts are of great value to an assessment of costs and ramifications in that it is the only example of statewide removal of juveniles from adult jails and lockups since the enactment of the Juvenile Justice and Delinquency Prevention Act in 1974.

In addition to the complete removal of juveniles from adult jails, Table PA1 below indicates that Pennsylvania has also reduced the number of juveniles placed in secure detention (12,697-8,289) and the relative overall cost of secure detention ($763,385-$580,230).

Table PA1: Secure Detention Facilities, Juveniles, and Costs

	Number of Facilities		Number of Juvenile Admissions		Operating Cost per Resident	
	1974	1980	1974	1980	1974	1980
Adult Jail	64	69	3,583	0		$35/day
Juvenile Detention	25	26	9,114	8,289		$70/day
Total	89	95	12,697	8,289		

The scenario presented for the Pennsylvania effort varies from those presented earlier in that it reflects a comprehensive statewide effort involving legislative change. The areas included in this scenario are (1) costs estimates, (2) ramifications, (3) legislative requirements, (4) contributing factors, (5) legislative history, (6) legislative monitoring.

Cost Estimates

The costs related to various stages in the jail removal effort are difficult to determine, particularly during the pre-legislation period where enormous amounts of staff and volunteer time was involved in research, coalition building, public education, and general planning and organization.

A rough estimate of the cost in Pennsylvania of enacting legislation in planning for jail removal came to approximately $3.5 million dollars from 1977 through 1980. Therefore, the annual cost over a three-year period would be approximately $1.2 million dollars per year.

The cost of post-legislation monitoring again involved countless days of citizen volunteer and staff time to monitor the implementation of the legislation. As is described in detail later in this section, the official responsibility for monitoring enforcement of the legislation falls to the Community Advocate Section of the Pennsylvania Attorney General's Office.

The cost of funding the Community Advocate Section Youth Project over a four-year period averaged $144,000 per year. This figure includes salaries, rent, travel expenses, etc., that is, the total cost of the Project. It should also be noted that this figure, after a four-year period, can be reduced substantially, and in Pennsylvania eventually the functions of the Youth Project will be handled by the Community Advocate Section as a part of its State function. This could not be done during the initial enforcement phases because of the time burdens placed upon personnel of the Youth Project.

Ramifications of the Jail Removal Effort in Pennsylvania

In addition to the economic cost issue, it had been speculated that certain adverse ramifications would develop in conjunction with accomplishment of the

complete removal of juveniles from adult jails and lockups. Several of these are listed below with responses from the staff of the Community Advocate Unit of the Pennsylvania Attorney General's Office.

A. How will the rate of juvenile incarceration change?

The rate of incarceration to secure facilities has actually been dropping in Pennsylvania. There are approximately 225 secure beds in Pennsylvania, and that number has remained constant for the past two years. However, the average length of stay has increased from seven months to ten months, thus the number of juveniles being placed is lower.

B. How will the number of juveniles tried as adults change?

Juveniles tried as adults: 1976--300, 1977--402, 1978--264, 1979--283, 1980--371.

Other than the 1977 increase in transfers, which can be attributed to change in legislation that year, and other years, the figure remained fairly constant. It should be noted that the increase in 1980 should not be attributed to the change in legislation.

C. How will the number of stress-related incidents (e.g., suicides) change?

No change.

D. How will negative community perceptions about juveniles change?

No change.

E. How will the number of juveniles charged as delinquents change?

The number of juveniles charged as delinquents dropped tremendously in Pennsylvania following the amendment of the Act primarily because status offenders were removed from a delinquency category. However, there was no change in the number of juveniles charged as delinquents when you evaluate the impact of the jail removal amendment.

F. How will the amount of time juveniles spend in the criminal justice or juvenile justice system change?

The amount of time a juvenile spends in the criminal justice system has been substantially reduced. The amount of time in the juvenile justice system has also been reduced primarily because of the removal of status offenders from the delinquency category. However, the length of commitments to secure juvenile facilities has increased from an average of seven months to an average of ten months.

G. How will legal or statutory requirements change?

No change.

H. How will the number of runaways (including failures to appear) change?

No change.

I. How will the probability of a juvenile being adjudicated delinquent change?

J. How will the severity of post-adjudication dispositions change?

The length of dispositions to secure units has increased, but the number of juveniles placed in those units has been reduced.

K. How will the use of private service providers change?

The use of private service providers has slightly increased. Their clients have changed considerably in that many private service providers now handle non-serious delinquent offenders, when previously they handled dependent children.

L. How will the need for administrative resources change?

No change.

M. Will there be a change in the number of court suits?

Decrease, primarily because Pennsylvania is not subjected to right to treatment cases for juveniles because they are incarcerated in adult facilities.

N. How will the use of non-system alternatives change?

Increase.

O. How will the use of nonsecure alternatives change?

Increase, particularly services provided in the home.

The following narrative material describes the comprehensive effort undertaken by the Commonwealth of Pennsylvania to achieve complete removal of juveniles from adult jails and lockups. Specifically, it describes the pre-legislation activities of many organizations and individuals, the history of the drafting and passage of the legislation, and the effects to date of the legislation on the juvenile justice and youth serving systems of the Commonwealth.*

Legislative Requirements

Act 333 of 1972, as amended by Act 41 of 1977, constitutes the Juvenile Act in the State of Pennsylvania. Within the Act is specific language which stipulates the requirements for detaining youth. The Act specifically states those facilities which may be used for the detention of alleged delinquent youth:

Section 14. Place of Detention--(a) A child alleged to be delinquent may be detained only in:

(1) A licensed foster home or home approved by the court;

(2) A facility operated by a licensed child welfare agency or one approved by the court;

(3) A detention home, camp, center or other facility for delinquent children which is under the direction or supervision of the court or other public authority

*This material is excerpted from Office of Juvenile Justice and Delinquency Prevention, Removal of Juveniles from Adult Jails and Lockups: A Review of State Approaches and Policy Implications: Arthur D. Little Company, Washington, D.C., pp. 17-32. March, 1981.

or private agency, and is approved by the Department of Public Welfare; or

(4) Any other suitable place or facility, designated or operated by the court and approved by the Department of Public Welfare.

Act 41, defines "child", i.e., juvenile, as an individual who is: (i) under the age of eighteen years, or (ii) under the age of twenty-one years who committed an act of delinquency before reaching the age of eighteen years..." The Department of Public Welfare defines an adult as "a person who is 18 years or older; or a person who is fourteen or more years and less than 18 years, who has been certified as an adult to stand trial in criminal Court, unless the court orders that the juvenile, if unable to be released on bail, be detained as a juvenile." A delinquent child means specifically "a child ten years or older whom the court has found to have committed a delinquent act and is in need of treatment, supervision or rehabilitation." Such children must be dealt with in the Family Court Division or by a judge of the court assigned to conduct juvenile hearings, with several exceptions.

Section 14 further contains an absolute prohibition against detaining such children in adult jails and lockups. Specifically, it states:

> Under no circumstances shall a child be detained in any facility with adults, or where he or she is apt to be abused by other children. Until December 31, 1979, a child may be detained in a facility with adults if there is no appropriate facility available within a reasonable distance or a continguous county, whichever is nearer, for the detention of a child in which case the child shall be kept separate and apart from such adults at all times and shall be detained under such circumstances for not more than five days.
>
> (b) The official in charge of a jail or other facility for the detention of adult offenders or persons charged with crime shall inform the court immediately if a person who is or appears to be under the age of 18 years is received at the facility and shall bring him

before the court upon request or deliver him to a detention or shelter care facility designated by the court.

(b.1) After December 31, 1979, it shall be unlawful for any person in charge of or employed by a jail knowingly to receive for detention or to detain in such jail any person whom he has or should have reason to believe is a child. Until such time, a jail may be used for the detention of a child who is alleged to be delinquent only if such detention is necessary for the safety of the public and if such jail has been approved for the detention of such child by the Department of Public Welfare in good faith and such detention has been ordered by the court. The Department of Public Welfare shall approve for use for purposes of and in accordance with the provisions of this section any jail which it finds maintains, for the detention of any such child, any appropriate room under adequate supervision; provided, that the Department of Public Welfare shall, no later than 60 days after the effective date of the act, by regulation promulgate standards governing the operations of such provisions of such jails as are used for the detention of children pursuant to this section and shall cause such jails to be inspected by the Department of Public Welfare at least once every six months until this confinement is terminated in accordance with provisions in this Act.

Although the Act calls for absolute prohibition against detention of youth in adult jails and lockups, a grace period was established where youth could be detained in the same facility with adults for a maximum of five days and only if sight and sound separation was maintained. This grace period was a part of the implementation strategy which was devised to facilitate county's compliance by allowing them some limited flexibility in meeting legal requirements (only one jail was so approved).

Act 41 is unusual in its specificity. It not only stipulates what facilities may be used to detain juveniles, and allowable detention practices during the period of adjustment to the legislation (the Act was passed in August, 1977 and become fully effective on December 31, 1979), it also gives authority to the Department of Public Welfare to promulgate standards for and approval over adult facilities which might be used during the grace period. The Act also gives DPW the authority to negotiate with counties the establishment of regional detention facilities.

Section 14.1 Regional Detention Facilities--(a) Where the operation of an approved detention facility by a single county would not be feasible, economical or conducive to the best interest of a child needing detention care, the Department of Public Welfare shall: (1) make provisions directly or by contract with a single county for the implementation and operation, in accordance with the regulations promulgated by the Department of Public Welfare of regional detention facilities serving the needs of two or more counties.

(b) The Department of General Services shall make available any vacant Commonwealth building which the Department of Public Welfare certifies as appropriate for renovation as a regional detention facility.

The above sections of Act 41 provide the foundation upon which the effort to remove youth from Pennsylvania's adult jails and lockups is built. The Judicial Code, Title 42, Chapter 63, Juvenile Matters (July, 1978), Section 5327, Place of Detention, repeats the prohibition language contained in Act 41 of 1977. Furthermore, Section 6352, Disposition of Delinquent Child, states:

(b) Limitation on place of commitment--A child shall not be committed or transferred to a penal institution or other facility used primarily for the execution of sentences of adults convicted of a crime (April 28, 1978, No. 53, eff. 60 days).

Additionally, Section 6353 (c) Notice of Available Facilities and Services, states:

Immediately after the Commonwealth adopts its budget, the Department of Public Welfare shall notify the courts and the General Assembly for each Department of Public Welfare region of the available:

(1) Secure beds for the serious juvenile offenders.

(2) General residential beds for the adjudicated delinquent child.

(3) The community-based programs for the adjudicated delinquent child. If the population at a particular institution or program exceeds 110 percent of capacity, the Department shall notify the courts and the General Assembly that intake to that institution or program is temporarily closed and shall make available equivalent services to children in equivalent facilities. (April 28, 1978, No. 53, eff. 60 days)

Act 53 of 1978 further provides, in Section 27, Required County Detention Services, that:

(a) General rule--Each county, acting alone or in conjunction with other counties as provided in Section 28, shall by December 31, 1978, submit to the Department of Public Welfare for approval a plan for the removal of children from adult facilities. If no such plan is submitted or accepted by the department within the allocated period, the Department, after determining the detention needs of individual counties, shall thereafter take whatever steps it deems necessary to provide the required detention services for any such county or counties; including the construction of a regional detention facility to meet the needs of the counties insofar as is consistent with prohibitions against the use of adult facilities for juvenile offenders as provided in Chapter 63 in Title 42 of the Pennsylvania Consolidated Statutes (relating to juvenile matters). The Department, after exhausting all other available funds including Law Enforcement Assistance Administration funds and any other Federal or State funds available for such purposes, shall charge the cost of establishing the necessary regional detention facilities to the counties that will utilize its services.

As seen above, the effort to prohibit jailing youths with adults in Pennsylvania has involved more than the passage of legislation. It was aided greatly by the development of Departmental rules and regulations and court codes which all contain similar language regarding detention placement decisions, procedures and planning. This uniformity of approach and the casting of requirements in written laws, rules and procedures facilitated the movement of all affected organizations to comply with legal requirements.

The following sections of this report describe the key actors involved in this process and the major steps taken to achieve drafting and implementation of prohibition. Although the jail prohibition requirements were drafted and passed as part of a total code revision, our attention will focus on activities directly related to the absolute removal of youth from adult jails and lockups.

Factors Contributing to the Jail Prohibition Effort

A variety of organizations, individuals and circumstances contributed to the drafting and implementation of Act 41 and the emphasis on the prohibition against detaining <u>any</u> youth under juvenile court jurisdiction in adult jails and lockups. These include:

-- the Juvenile Justice Center, a youth advocacy group active in the state since 1971;

-- the State's participation in the JJDP Act of 1974;

-- the determination by the Governor's Justice Commission (now Pennsylvania Council on Crime and Delinquency) Juvenile Justice Office to focus singlemindedly on compliance with the Act and the conclusion by them that absolute prohibition was more feasible than establishing sight and sound separation;

-- the utilization of the Juvenile Justice Advisory Committee as the mechanism through which to accomplish major milestones in solidifying the removal effort; and

-- the interest and the commitment of a legislator who sponsored the legislation.

The Juvenile Justice Center of Pennsylvania had long been pushing for juvenile justice reforms, especially deinstitutionalization of status offenders (DSO) and removal. As early as 1971, the Juvenile Justice Center was providing training to citizens who were to visit and inspect youth serving facilities. In 1974, they trained citizens who participated in the DPW Southeast Regional Office's inspection process. Citizens trained by the Center "took part, with DPW personnel, in a statewide inspection and survey for LEAA"[1] in 1976.

> The Juvenile Justice Center continues to train citizens for inspection and surveys, but increasingly we are working with the coalition groups developing need assessment, planning, and most importantly, monitoring capability.[2]
>
> The Juvenile Justice Center Coalition recognizes that a monitoring mechanism is imperative and is working toward fulfilling that function.[3]

The Juvenile Justice Center has been instrumental throughout the decade in the movement toward DSO and removal. Their original impact was in sensitizing and educating citizens about the problems and needs of youth and the

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[1]Citizen/Professional Partnership, Juvenile Justice Legislative Implementation Conference, December 14, 1977, p. 67.

[2]Ibid, p. 68.

[3]Ibid, p. 68.

system. Another emphasis was in motivating citizens to action predicated on the belief that a well informed citizenry could contribute greatly toward the improvement of services for youth. They have been very thorough in educating citizens about youth needs and services and in recommending actions which citizen groups could take. The 1977 legislative conference was an extremely effective forum in which to involve citizens. The conference focused on the new Juvenile Act, related Federal legislation, and alternative services. It also provided some warnings about the negative system reactions which citizens might encounter in attempting to monitor or affect the delivery of services to youth.

The Juvenile Justice Center remains an active youth advocacy organization lobbying for improvements in the operation of the juvenile justice system and the laws that govern it.

With the passage of the Juvenile Justice and Delinquency Prevention Act (JJDPA) in 1974, the Commonwealth of Pennsylvania Commission on Crime and Delinquency (herein after referred to as the SPA) established as its overriding priority, compliance with the JJDPA, especially with respect to DSO and detention. The SPA, in conjunction with the Juvenile Justice Advisory Committee, developed a detailed strategy to achieve the implementation of Act 41 focusing on legislative, regulatory, program funding, and public education and technical assistance activities to facilitate implementation and compliance.

In 1975 the new director of the Juvenile Justice Office made some critical decisions which contributed significantly to the movement. He decided to direct his total effort to adherence to the JJDP Act, and specifically to concentrate on the issues of DSO and removal. He also determined, through discussions with the Department of Public Welfare and other agencies, that the specific JJDPA requirement for sight and sound separation of juveniles from adults in the same facility was not feasible in Pennsylvania facilities, and therefore, complete removal was the only realistic alternative.

History

By mid-1975, the Pennsylvania Council on Crime and Delinquency (then known as the Governors Justice Commission) began to respond to the requirements of the Juvenile Justice and Delinquency Act of 1974. Their attention to the issues of deinstitutionalization of status offenders (DSO) and the removal of youth from adult jails and lockups was preceded by efforts of the Juvenile Justice Center of Pennsylvania, a youth advocate group. In addition, a "radical new legislator" from Pittsburgh, Representative Joseph Rhodes, exhibited his interest in the DSO and removal issues. The interest of these key individuals and others resulted in the formulation of Act 41 which was ultimately passed in August, 1977. The passage of the Federal JJDP Act enhanced the movement to DSO and removal in Pennsylvania and the establishment of legislation to meet that end.

A critical ingredient in solidifying the DSO and removal movement, in drafting the legislation, and in getting affected agencies and individuals to accept the movement was the Juvenile Justice Office of the State Planning Agency. A sequence of events occurred in mounting the effort to DSO and removal. The first was a proposal to Dr. Jerome Miller, then the Director of the Department of Public Welfare to move toward the absolute deinstitutionalization of status offenders and the complete prohibition against placing juveniles in adult jails and lockups. Miller recently had directed the complete DSO of youth in the Commonwealth of Massachusetts in favor of the establishment of a network of community-based services and was immediately supportive of the DSO/removal proposal.

The second step was the passage of a motion through the SPA which contained a policy statement from the SPA Supervisory Board identifying DSO and removal as top concerns of the SPA. It announced that SPA resources would be made

available to support DSO and removal, and additionally, that juvenile justice funds of the SPA be limited to these goals until they were met. The motion was carried unanimously by the Supervisory Board.

The next step was establishing a political constituency to support the movement. The Juvenile Justice Advisory Committee (the governor appointed state advisory group) was used as the basis for this constituency. Under the direction of the SPA Juvenile Justice Office, the Advisory Committee became deeply involved in developing a strategy to accomplish the DSO and removal goals. They used a process of forced field analysis to develop the key elements for a strategy. The results of this effort constituted the juvenile justice portion of the SPA's 1976 Comprehensive Plan. They also identified key supporters and opposers of the goals. The strategy had four key elements.

-- A legislative strategy. It was deemed essential to posit the move to DSO and removal in state legislation although it was recognized that this alone was not sufficient to achieve their goals.

-- Regulatory action. It was planned to use the existing regulatory authority of the Department of Public Welfare and the Bureau of Corrections to provide the enforcement mechanisms for existing and new legislation.

-- Program funding. It was felt that legislation and regulations would be received better if funds were made available to support the development of alternatives to incarceration and detention.

-- Public education and technical assistance. In addition to financial support to counties, the SPA provided information about alternative, less restrictive settings already working in the state, as well as technical assistance in determining county needs and establishing alternative facilities.

Task forces were created within the Advisory Committee to determine what was necessary to carry out each component of this strategy. The SPA emphasized the provision of funds and technical assistance. They set up a state initiative funding program for alternative facilities for status offenders and alleged

delinquents. A program announcement was written and disseminated stating specific program criteria and requiring a strong commitment to DSO and removal from applying counties.

> Funding of programs under the Juvenile Justice and Delinquency Prevention Act in Pennsylvania has been limited by a Governor's Justice Commission Policy Statement to implementation of programs designed to insure compliance with these two objectives. The funding guidelines which follow have been developed and adopted by the Juvenile Justice and Delinquency Prevention Advisory Committee and the Governor's Justice Commission (the SPA) pursuant to that policy. They provide a strategy for the development of community-based alternatives for treatment and diversion of status offenders and for alternatives to detention in county jails for all youth (parenthetical explanation added).[1]

They also conducted an analysis of what the DSO and removal of every youth in placement would cost. They projected the costs for slots in various alternative settings and established daily rates for services to youth in such facilities, as well as program start-up costs. They projected that two million dollars would be needed to effect complete DSO and removal. Counties were guaranteed that funds for alternatives would be available from the Office of Juvenile Justice and Delinquency Prevention and the SPA.

In addition to the program announcement, they prepared a public relations booklet providing a:

> "sampling of types of alternative approaches which the Advisory Committee thinks meet the intent of their guidelines and the Bayh Act. The materials are not intended to be comprehensive, but only to indicate the range and variety of resources which could be developed to provide the services necessary to bring Pennsylvania into compliance with the Federal Act. Their purpose is to serve as a base from which planning to meet individual community needs can be initiated.[2]

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[1]Program Guidelines for Implementation of the Juvenile Justice and Delinquency Prevention Act in Pennsylvania, Governor's Justice Commission, Juvenile Justice and Delinquency Prevention Advisory Committee, July, 1976. Introduction.

[2]Alternative Programs for Status Offenders and Detained Juveniles, Governor's Justice Commission, Juvenile Justice and Delinquency Prevention Advisory Committee, and the Pennsylvania Joint Council on the Criminal Justice System, Summer, 1976, page 1.

This booklet was widely distributed across the state. Further public information and education was achieved through eight regional workshops to which were invited juvenile judges, juvenile probation officers, police, child welfare workers and others. The workshops were co-chaired by an Advisory Committee member from the area as well as the Regional Advisory Committee to demonstrate, as much as possible, local commitment to DSO and removal. During each workshop, the participants were asked to identify what services and facilities they would like to see for youth with or without a passage of new legislation. They were then asked to work through a strategy to achieve DSO and removal knowing that Federal and state funds would be available to support their efforts.

The next focus of the constituency building effort was on major groups in the state that had responsibility for or vested interest in youth and the juvenile justice system. These included:

-- the Juvenile Court Judges Commission;

-- The County Commissioners Association;

-- youth services coalitions; and

-- legislative committee members.

The most powerful and potentially least cooperative of these groups was the juvenile court judges. Because the judges were not comfortable with the DSO and removal objectives, the SPA and Advisory Committee sought to concentrate their first efforts on the County Commissioners and other groups. If successful in gaining their support, they would have a stronger position from which to engage the Judges Commission. To establish the support of the County Commissioners Association, commissioners from the major counties were involved in the activities of the Advisory Committee. They were attracted also by the funds available to them through Act 148 which provided reimbursement to counties for youth

placements with the greatest incentive for less restrictive community-based settings rather than for institutional settings. The sheriffs also were solicited as supporters of DSO and removal. They were natural allies because they were well aware of the dangers and difficulties of housing youth in their facilities, including the possibility of abuse from adult inmates, isolation and trauma experienced by youth separated from adults in jails, the lack of services, suicides, and the additional work involved in maintaining adequate surveillance of youth in their custody.

The SPA and the Advisory Committee achieved accord with the judges on the DSO/removal issue through a series of detailed negotiations. Initially the judges vehemently opposed the movement either on the basis of conservative philosophical positions or hesitancy to relinquish any of their current authority over youth. The first approach to the judges was through interaction of the SPA and Advisory Committee with the Juvenile Court Judges Commission. The Director of the SPA's Juvenile Justice Office and the Chairperson of the Advisory Committee attended meetings of the Judges Commission. Through this interaction with the judges, they determined that the philosophical differences between them would diminish as an issue if the judges were assured that they still had some meaningful way of intervening with troubled youth. Two major factors appeared to be pivotal. These were informal adjustment and the establishment of a separate appropriation, outside of the Act 148 funds, for state reimbursement of probation office services. From a philosophical perspective, the judges were most troubled with the deinstitutionalization of status offenders. They supported the removal of youth from adult jails, if the SPA assured the provision of detention and alternative facilities. They conducted a survey among themselves which estimated the costs of DSO and removal to be five million

dollars. Both parties accepted a compromise estimate and the SPA committed funds for detention and alternative facilities.

By the beginning of 1976, the SPA had designed its funding program and had begun funding and providing technical assistance to establish the network of services and facilities necessary for the implementation of DSO and removal requirements. The first major step in implementing the program was the formulation of a policy statement by the Supervisory Board that required from every county a plan to DSO and remove youth from adult jails. The plan had to contain the number of youth held in detention, the types of alternatives necessary, the costs of establishing the needed alternatives, and what steps were being taken (including requests for funds). Technical assistance was provided by the SPA to help counties develop their plans. Those counties not submitting plans would not be eligible for any SPA funds, neither the JJDPA or Crime Control Act maintenance of effort funds.

Determining secure detention needs was a major issue. The SPA made some basic assumptions about the number of secure detention beds needed. These were:

-- that the number of secure beds to be maintained under the new legislation could not exceed the number currently in existence; and

-- in order to get the judges support, they had to have credibility on the detention issue.

The SPA had to wage a two-sided battle--one with the judges demanding more secure detention, and one with the youth advocates demanding more alternatives to secure detention. By estimating the number of secure beds in use at that time (imposing that figure as a ceiling and building in a formula for regional detention facilities), they established a target number of beds for each county.

Invariably, there was disagreement over the estimates, with counties wanting more beds than the formula would allow. Eventually the SPA struck agreements with counties on the allowable number of secure beds. They also got agreements signed by the county commissioners who would be participating in regional detention centers.

By the time that Act 41 passed, the SPA was already certifying DSO/removal plans submitted by the counties, programs were being funded and technical assistance was being delivered. A major aid to the implementation of the Act was the cooperative relationship the SPA had with the Bureau of Corrections. Through its regulations, a reporting mechanism was established which required all facilities (i.e., the county jails) under its jurisdiction to record information on any individual they knew or suspected to be a juvenile.

Once the legislation was implemented, the issue of an enforcement mechanism was addressed. Interestingly, the legislation itself does not stipulate enforcement authority or procedures. The SPA initially considering utilizing a private advocacy group comprised of legal experts who would oversee energetically compliance with the law. The funding program guidelines promulgated by the SPA in 1976 to support the implementation of the JJDP Act in Pennsylvania indicated the availability of funds for such programs:

> Other program strategies not aimed at direct youth services, which will impact the juvenile justice system treatment of status offenders, can include legal advocacy, detention monitoring, legislative reform, or technical assistance. These strategies must conform with the program goals and objectives outlined in the 1976 Juvenile Delinquency Comprehensive Plan for Pennsylvania.[1]

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[1] Program Guidelines for Implementation of the Juvenile Justice and Delinquency Prevention Act in Pennsylvania, Governor's Justice Commission, and Juvenile Justice and Delinquency Prevention Advisory Committee, July, 1976, page 5.

People and groups were hesitant to submit applications for funding of those types of activities. After receiving only a couple of applications, the SPA Supervisory Board eliminated that part of the funding program. Also, the Attorney General was not comfortable with the idea of enforcement of the legislation by a private group and recommended that the responsibility be placed within the Department of Justice (the location of advocate units for monitoring and enforcement purposes is an established procedure in Pennsylvania).

Monitoring: The Community Advocate Unit

The Community Advocate Unit-Youth Project (CAU), operating out of the Pennsylvania Department of Justice Attorney General's Office, was created to monitor and enforce the Pennsylvania Juvenile Act. It is 90 percent funded by a federal grant from the Office of Juvenile Justice and Delinquency Prevention, through the SPA.

When Act 41 was passed in Pennsylvania, the Juvenile Justice Advisory Committee realized that an enforcement/monitoring unit would be essential in ensuring compliance with the new law. Initially, private agencies were considered, and applied for the job. The Advisory Committee, upon further consideration of the problems and situations involved in monitoring and enforcing the law, decided that private agencies would be neither financially nor politically feasible. After further deliberation, a grant was written applying for funds for a statewide monitoring unit, to be operated out of the Attorney General's Office; the Community Advocate Unit-Youth Project. This was an astute move as the CAU operating under the auspices of one state agency had the capacity to tap into other state and local agencies for information and cooperation. Additionally, this supported monitoring with all of the prosecutorial power

of the Attorney General's office. The possibility of litigation gave further impetus to compliance with the Juvenile Act.

The CAU operates through negotiation, agency coordination, and litigation if necessary, to eliminate the incarceration of juveniles in adult jails and to deinstitutionalize juvenile offenders. The staff of the CAU Youth Project is comprised of two attorneys (Assistant Attorney Generals), two investigators (Juvenile Enforcement Officers) and two clerical workers. Three members of the staff (one attorney, one investigator and one clerical worker) are located in Philadelphia and three in Pittsburgh.

The CAU began operation in July of 1978. It sent an introductory letter to all the county jail wardens, sheriffs, and commissioners in Pennsylvania on July 13, 1978. A total of 260 letters were sent. This letter informed the sheriffs, wardens and commissioners that (a) according to the new law, juveniles could not lawfully be held in jails, (b) if their jails were in the practice of holding children they should stop doing so and begin making alternative plans for holding of juveniles, which the CAU would be willing to assist them in, and (c) a visit would be made to their facility in the near future. This letter also advised that compliance or non-compliance with the Pennsylvania Juvenile Act could effect Pennsylvania's eligibility for $5 million per year in federal funds for juvenile programs.

The Juvenile Act required the Department of Public Welfare to develop guidelines under which jails could hold juveniles in the interim period between passage and full enactment of the Law (August 31, 1977 to December 31, 1979). The CAU worked closely with DPW to establish these guideilnes. Only one of the state's 67 counties asked for approval to detain youth in jail. Although approval was granted, no youth were ever detained in the approved facility.

In addition to maintaining close contact with the central and regional offices of the Department of Public Welfare, CAU also established good working relationships with all other agencies involved in working with juveniles, e.g., Child Hotline, Juvenile Justice Center of Pennsylvania, Pennsylvania Association of Child Welfare Workers, Juvenile Court Judges Commission, Juvenile Justice Advisory Committee, and Bureau of Corrections. CAU made it a point to contact everybody directly involved in juvenile activities, from the top down to the street level, and to disseminate information and assistance. CAU also contacted and visited a number of associations and citizen's groups who were concerned with children, and made them aware of the new Juvenile Act and the efforts to enforce it.

From July through September of 1978, CAU inspected 24 county jails and 15 detention facilities. They identified the jails with the highest juvenile populations and concentrated their initial efforts on them. When going out into the local areas, CAU always contacted the regional Public Welfare office first. When inspections of the jails were made, citizen monitors who were members of the local community accompanied CAU. (These citizen monitors were referred and trained by the Juvenile Justice Center of Pennsylvania.) CAU did not inspect only the jails, they also spoke with the local people involved with and affected by Act 41. They offered concrete alternatives to incarceration in adult facilities and avenues of funding them, provided facts and figures, encouraged regional efforts, and generally were open and helpful to local officials dealing with the problem. If some of the other local agencies were not performing responsibly and the jail consequently was getting stuck with the juveniles, CAU went to those other agencies and negotiated with and pressured tham to uphold their responsibilities. In addition to the inspections, meetings

were held with the relevant local officials and citizens. A follow-up letter was then sent to the county outlining the meeting, and summarizing the points agreed upon by all in attendance.

Simultaneous with the establishment of the CAU Youth Project, all jails were notified that, should they find themselves detaining juveniles, they were required to call a Hotline Number, and provide full details, (a) when the juvenile was brought in, and (b) when the juvenile was released from the facility. CAU set a time limit of four hours for juvenile detention during the interim implementation period only. Use of the Hotline number provided an immediate means of monitoring placement of juveniles in adult facilities because the CAU followed up immediately on every call placed. The four hour detention period and the Hotline also provided the local jails with a "breathing space"--time to work out the detention problems and still remain within the guidelines established by CAU.

On October 25, 1978 CAU sent another letter to all sheriffs, wardens and commissioners reminding them of their obligation to terminate holding juveniles in their jails. This letter also mentioned the recent deaths of two juveniles in adult facilities, indicating "the need to remove juveniles from county jails has been emphasized" by these deaths, and noting that CAU hoped to have all jails inspected by the end of 1978.

The CAU, through the authority of the Attorney General's Office, investigated the suicides of two juveniles, one in a county jail and one in a county juvenile detention home. They sent edited copies of their reports on the suicides to judges, heads of detention centers and jails, chief juvenile probation officers and public defenders. What this said in effect was "don't let this happen in your area." This was a very effective means of providing information and impetus to comply with the new law.

By December of 1978, CAU had visited 58 out of 67 counties. By November, 1978, 26 counties seemed to be in full compliance with Act 41, and five were determined to be exemplary. Eleven counties were in serious non-compliance and CAU planned to make follow-up visits and phone calls, to send letters, and file litigation if necessary to move them toward compliance. Eleven counties were also in partial compliance and were being followed up.

By March of 1979, the Youth Project had inspected 63 county jails, with four remaining to be inspected. As mentioned, most of the inspections were on-site visits by CAU staff and citizen monitors. From January of 1978 to March of 1979 there was a noticeable decrease in the number of jail detentions of juveniles, a decrease in the number of jails detaining juveniles, and the length of stay of those juveniles who were detained in jail also was reduced. CAU figures indicate that the total number of juvenile detentions in county jails was 315 from January-June, 1978, 198 from July-December, 1978, and 33 from January-March, 1979. By March of 1979 only nine counties out of 67 were using their jails for juvenile detention. Of those nine counties, three had special circumstances which accounted for the use of the jail.

In addition to the above mentioned activities, the Youth Project met with the Pennsylvania State Police and a directive was sent to all state police restricting transportation of juveniles to adult facilities. A number of meetings with the Department of Public Welfare and the Juvenile Court Judge's Commission were held to develop policies for 24-hour holding rooms for juveniles in rural counties and to establish teams to provide help to counties with an unusually high detention rate. It also was decided to cut off county reimbursement under Act 148 for illegal detentions.

By the end of its first year in operation, the CAU Youth Project had inspected all of the county jails. Some follow-up visits had been made to counties to clarify interpretation of Act 41 and also to assist new county officials with the law. A review of all county files was done to assess each county's compliance with Act 41 and to determine problems which still existed. Plans were developed for dealing with them. The Project's primary goal of elimination of placement of juveniles in adult jails had been substantially accomplished by August of 1979, although there was still some work to be done.

The goals for the Youth Project's second year were (a) to continue to monitor its first year's efforts, (b) to eliminate the placement of juveniles in police lockups, and (c) to provide legal assistance to providers of service in establishing community-based services.

On August 28, 1979, a total of 307 letters introducing the CAU were sent to police chiefs throughout Pennsylvania. Some of the letters indicated that, according to Pennsylvania Department of Justice records, particular police departments had held juveniles in their lockup within the last two years. They noted that "...this practice is a violation of the Juvenile Act and should be terminated. We may be able to assist you in this effort." Other letters simply commended police chiefs who weren't holding juveniles. Mention was again made of maintaining Pennsylvania's eligibility for federal funds for juvenile programs. The letters noted that there had been a suicide of a juvenile in a police lockup in Pennsylvania in the previous year, and civil suits were being filed against the municipality and the police department involved. The letters went on to clarify the legal restriction upon placing juveniles in lockup; and noted that CAU would be visiting the station soon to assure compliance with the Juvenile Act. A follow-up letter want sent in October, 1979, requesting that those police

departments who had not responded initially now respond to the Youth Project regarding their compliance or non-compliance with Act 41. By December of 1979, 135 responses had been received, with 94 of the departments stating they did not hold or detain juveniles in their police station lockups.

In summary, the Community Advocate Unit-Youth Project was an essential ingredient in developing and assuring compliance with Pennsylvania's new Juvenile Act. The CAU accomplished this through judicious use of and cooperation with relevant state and local agencies and concerned citizens groups, by making themselves highly visible immediately to jails and police lockups, by making use of current events (e.g., juvenile suicides) to inform and shock local authorities, by being actively helpful to those authorities needing assistance in making the change, and by encouraging local and regional interest and cooperation. Even should the Youth Project terminate at the end of its third year, it is felt this will not affect substantially the status of juveniles in jail in Pennsylvania. The alternatives to incarceration in adult jails/ lockups will have been established, and utilization of them become a practice.

CHAPTER V: POTENTIAL RAMIFICATIONS OF THE REMOVAL REQUIREMENT

The third of the information requirements mandated by Congress in revising the JJDP Act involved the possible ramifications of removing juveniles from jails. (See Appendix RE1) The major shortcoming associated with the projected ramification data is similar to the one mentioned with respect to alternative assignment figures and other projected data, i.e., the numbers represent the informed choice or opinion of the person or group of persons responding to the survey. One state, for example, completed this form with input from a committee of notables to illustrate the difference of opinions that exist on expected impact of removal. Given this premise, several patterns are worth noting which may result from removing juveniles from jails (see Table RE1). Of a total of 27 states responding (those having already implemented removal are not included in this sample), the following potential ramifications can be summarized from Table RE1:

- 22 states suggested the rate of juvenile incarceration will either decrease or remain constant, of which eight suggested the latter;
- 26 states suggested the number of stress-related incidents will either decrease or remain constant;
- 10 states suggested that legal and statutory requirements will increase while 14 said there will be no change;
- 6 states suggested that the number of runaways will increase while 18 said it will remain constant;
- 22 states suggested the use of private providers for juvenile services will increase;
- 20 states suggested the number of court suits will not change as a result of removal;

Table RE1

EFFECTS OF JAIL REMOVAL
FREQUENCY DISTRIBUTION OF DIRECTION

	Effect	Increase	Decrease	No Change
1	Rate of Juvenile Incarceration	5	14	8
2	Number of Juveniles Tried as Adults	5	1	21
3	Number Stress Related Incidents	0	11	15
4	Negative Community Perceptions	9	4	14
5	Number Juveniles Charged as Delinquent	5	4	18
6	Time in Criminal Justice or Juvenile Justice System	10	6	10
7	Legal/Statutory Requirement Change	10	1	14
8	Number Runaways Change (including failues to appear)	6	2	18
9	Probability Juvenile Being Adjudicated Delinquent	2	4	20
10	Severity Post-Adjudication Disposition	6	6	15
11	Use of Private Providers	22	0	5
12	Need for Administrative Resources	20	1	5
13	Number Court Suits	2	2	20
14	Use of Non-System Alternatives	20	0	7
15	Use of Non-Secure Alternatives	23	0	3
16	Other	2	0	0

Source: National Criminal Justice Association, Compilation of Data Collected from Fifty State Survey, March, 1981.

- 20 states suggested the probability of a juvenile being adjudicated delinquent will remain constant;
- 20 states suggested the use of non-system alternatives will increase;
- 23 states suggested the use of non-secure alternatives will increase;
- 21 states suggested there will be no change in the number of juveniles tried as adults; five states suggested this phenomenon will increase.

Consistent with all other findings of this survey, there is a wide range of variation in response from one state to another.

In order to aggregate a selected portion of this data a subset of questions were identified that deal exclusively with the juvenile justice system (effects #'s 1 through 3, 5, 6, and 8 through 10 inclusive). A rating scale was developed whereby states were assigned a score for each ramification noted and the degree to which that ramification is expected to occur. Thus, states were given a negative number for a projected decrease, a positive number for a projected increase, and a zero for no change. The estimated magnitude or degree of change was assigned a 1, 2 or 3 for minor, moderate or significant magnitude, respectively. For example, a moderate decrease would be equal to a minus 2, while a significant increase would be counted as a plus 3 rating. Each potential juvenile justice system effect was counted. The states ranged from a low of -13 to a high of +18. No correlation was found to exist between those states having a substantial number of juveniles to remove from jails and the total projected "outcome," whether positive or negative.

There were three primary information sources used by the states in responding to the ramifications portion of the survey. These were first, expert opinion at the state or substate planning unit level (18 states noted); second, expert opinion of operational personnel (12 states noted); and third, planning studies (including master plans, impact projections, etc.). Eight states noted the latter source.

While individual states varied in their projections of future impact, the most significant finding overall appears that the net effect will be little, if any, change (illustrated for nine out of the possible fifteen ramifications suggested). In sum, those areas which are most likely to be effected (based on state responses shown in Table RE1) are as follows:

1. rate of juvenile incarceration (expected decrease);
2. time spent in criminal justice or juvenile justice system (expected increase);
3. use of private providers (expected increase);
4. need for administrative resources (expected increase);
5. use of non-system alternatives (expected increase);
6. use of non-secure alternatives (expected increase).

Like the states, individual JRI jurisdictions also differed in projected ramifications of the removal requirement. Those areas of impact in which JRI sites tended to concur included:

1. a 0-10 percent increase in the rate of juvenile incarceration;
2. no change in the number of waivers to adult court;
3. a decrease in overall time spent in the juvenile justice system;

4. an increase in the use of private providers;
5. an increase in the need for administrative resources;
6. an increase in the use of non-system alternatives;
7. an increase in the use of nonsecure alternatives;
8. a decrease in negative community perceptions about juvenile justice.

As mentioned previously in Chapter IV, Pennsylvania did not experience a net increase in the number of juveniles securely detained. In fact, the rate of juvenile incarceration has decreased 38 percent since 1974. Over the past three years, there seems to be a slight increase in the number of waivers to adult court. However, four years ago there were more waivers than last year (402 in 1977, 371 in 1980). Therefore, it is inconclusive whether removal is linked to an increased number of juveniles tried as adults. Other ramifications observed in Pennsylvania include:

-- a decrease in the overall time spent by juveniles in the justice system;
-- an increase in the time that juveniles are held in secure settings;
-- an increase in the use of private service providers, non-system alternatives, and nonsecure alternatives.

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JAIL REMOVAL STUDY

Form 6: Effects of Jail Removal

State _____

INSTRUCTIONS

The purpose of this form is to record information on the potential effects of removing juveniles from jail: whether or not a change is expected (Column A); its magnitude (Column B); and the source of your information (Column C).

Column A: Indicate whether there will be an increase, decrease or no change in the potential effect listed. Check the appropriate box.

Column B: Indicate the estimated magnitude of the change by checking either "significant", "moderate" or "minor".

Column C: See next page.

POTENTIAL EFFECT	A: Direction of Change			B: Estimated Magnitude			C: Source of Information
	Increase	Decrease	No Change	Significant	Moderate	Minor	
1. How will the rate of juvenile incarceration change?							
2. How will the number of juveniles tried as adults change?							
3. How will the number of stress-related incidents (e.g., suicides) change?							
4. How will negative community perceptions about juveniles change?							
5. How will the number of juveniles charged as delinquent change?							
6. How will the amount of time juveniles spend in the criminal justice or juvenile justice system change?							
7. How will legal or statutory requirements change?							
8. How will the number of runaways (including failures to appear) change?							
9. How will the probability of a juvenile being adjudicated delinquent change?							
10. How will the severity of post-adjudication dispositions change?							
11. How will the use of private service providers change?							
12. How will the need for administrative resources change?							
13. Will there be a change in the number of court suits?							
14. How will the use of non-system alternatives change?							
15. How will the use of non-secure alternatives change?							
16. Other (specify)							

JAIL REMOVAL STUDY

Form 6: Effects of Jail Removal

State _____

Column C: Indicate your source of information by entering the appropriate number from the source list below.

Sources*	Enter
Statewide projections based on empirical study of actual removal experience in your state (statewide)	1
Statewide projections based on empirical study of actual removal experience in your state (county or region)	2
Statewide projections based on empirical study of actual removal experience in another state or jurisdiction	3
Planning Studies (e.g., Master Plans, Impact Projections, etc.)	4
Expert Opinion	
A. State/substate planning units	5
B. Operational personnel	6
Other (specify)	7
Other (specify)	8

*See last page for instructions on submitting supporting documents.

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CHAPTER VI: SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

The information from the preceeding chapters is summarized below. The summary is organized as follows: costs associated with removal, removal experiences, and ramficiations of removal.

Costs Associated with Removal

Alternatives to adult lockups and jails can be grouped under three policy choices: secure detention, community residential care, and community supervision. Within each policy choice area, various alternative programs may be grouped. From a cost perspective, secure detention offers the most costly alternative. The costs of alternative programs and services are influenced by several factors. Chief among these factors include physical security arrangements, supervision levels, services offered, capacity and client tenure, geographical location, resource availability, auspices, and program scale. It is notable that 60-90 percent of total costs to provide alternatives are comprised of personnel expenditures.

A large portion of states estimated the costs of removal by estimating how much it would cost to build and/or operate secure juvenile detention for the number of youths currently held in jail. On the whole, approximately 88 percent of total costs estimated by states were allocated to the building and/or use of secure detention. There is some evidence (from jurisdictions that have implemented removal) to suggest that states, in responding to the survey, may have over-emphasized secure detention as an alternative.

The number of juveniles to be removed from adult facilities on any given day during that period was 1,778. Of those jailed, only 242 (roughly 14 percent) were reported to be serious delinquent offenders. The total number of alternative

vacancies on a given day exceeds the total number of juveniles to be removed from jail.

Removal Experiences

Even though the majority (90 percent) of JRI removal costs bought various community residential or community supervision alternatives, JRI jurisdictions varied across all costs associated with removal. Costs of planning for removal in one jurisdiction can be as much as four times more costly than at a comparable site. Similarly, startup costs of the removal plan are widely disbursed. The costs of alternatives implemented in JRI jurisdictions also show a wide range. Personnel costs are projected to account for 60-95 percent of total operating expenses for most alternatives. However, when volunteers are used, personnel costs can comprise only 3-19 percent of total operating costs.

A core of obstacles impedes the prohibition of juvenile placement in adult jails. Examples of these hindrances are: a lack of locally accessible alternative programs and services (including transportation), a lack of specific release/detain criteria (i.e., objective intake screening), physical/geographical problems such as lengthy travel times and distances between the site of custody and the nearest juvenile placement alternative, and state statutes which allow law enforcement the authority to detain youth predispositionally in adult jails. There are also economic obstacles evidenced by small tax bases and a low priority given to the issue of children in jail, political obstacles that often occur when several counties pool efforts and resources together in a cooperative removal plan, and perceptual differences regarding the type and scale of alternatives needed (for example, secure detention perceived as the single-solution alternative to adult jail).

JRI jurisdictions require varying amounts of time to develop a plan for removal and operationalize the removal plan. Core components of the implemented plans include: (1) 24-hour intake screening, (2) some provision for secure detention (including intensive supervision), (3) at least one community residential program, (4) at least one community supervision program or service, and (5) transportation services.

Ramifications of Removal

Pennsylvania did not experience a net increase in the number of juveniles securely detained. The rate of juvenile incarceration in the Commonwealth has decreased 38 percent since 1974. It is inconclusive whether removal in Pennsylvania is linked to an increased number of juveniles tried as adults. Other changes observed in Pennsylvania include a decrease in the overall time spent by juveniles in the justice system; an increase in the time that juveniles are held in secure settings; and an increase in the use of private service providers, non-system alternatives, and nonsecure alternatives.

Most states agreed that they expected the following to be associated with removal:

-- a decrease in the rat of juvenile incarceration;
-- no change in the number of waivers to adult court;
-- an increase in overall time spent in the juvenile justice system;
-- an increase in the use of private providers;
-- an increase in the need for administrative resources;
-- an increase in the use of non-system alternatives;
-- an increase in the use of nonsecure alternatives;
-- no change or an increase in negative community perceptions about juvenile justice.

Those areas of impact in which JRI sites tended to concur included:

-- a 0-10 percent decrease in the rate of juvenile incarceration;

-- no change in the number of waivers to adult court;

-- a decrease in overall time spent in the juvenile justice system;

-- an increase in the use of private providers;

-- an increase in the need for administrative resources;

-- an increase in the use of non-sytem alternatives;

-- an increase in the use of nonsecure alternatives;

-- a decrease in negative community perceptions about juvenile justice.

Conclusions about the Costs of Removal

1. Three policy choices of alternatives to adult jails can be delineated: secure detention, community residential care, and community supervision. A range of alternatives exists within each policy choice. A range of cost variation exists among the alternatives.
2. How to distribute juveniles in jail among alternative policy choices is a critical decision. The key questions are: Should the child be placed in a secure setting? If the child can be placed in a less secure setting, should s/he be removed from the natural home?
3. Costs of implementing removal are a function of national, state and local policy decision. It is virtually impossible to establish a final dollar figure for the cost of removal without first delineating procedures to bring about removal and establishing the need for alternative programs and services on a jurisdiction-by-jurisdiction basis.

4. Once a needs assessment is conducted and a removal is established, dollars required to implement removal can be estimated. The costs of removal estimated by the state surveys reflect a heavy emphasis upon the building and use of secure detention as an alternative to adult jails and lockups. The costs of removal estimated by jurisdictions which have implemented a needs assessment and a plan for removal reflect a heavy emphasis upon the use of various non-secure alternatives.

5. Major factors that affect total cost are facility, personnel, level of services, and administrative arrangements. There are ways to defray costs through in-kind sources, e.g., by using existing facilities or staffing with volunteers. Thus, the degree to which one draws from available community resources is critical.

Conclusions about Current Utilization of Alternatives and Characteristics of the Juvenile Justice System

1. About 14 percent of jailed juveniles are held for serious offenses.
2. There are twice as many juveniles arrested for status offenses as there are for serious delinquent charges.
3. The availability of community residential type placements, i.e., group homes and shelter care, are less than that of secure detention (based on existing capacities).
4. Across the nation as a whole, vacancies exist within all of the potential alternatives (with the exception of probation).
5. There is a great deal of interest and concern about removal on the part of the states as evidenced by the level of detail provided.

6. A wide population distribution exists for juveniles in adult jails and lockups. Most juveniles in jail have not committed serious crimes as defined by the JJDP Act.
7. There is little knowledge on how to distribute the jailed population among alternatives, because the characteristics of that population commonly have not yet been identified.
8. Informed decisions (policy choices) suggest the need for improved intake screening and classification of juveniles (i.e., needs assessment).
9. The states have limited experience in projecting costs of various alternatives.

Conclusions about Removal Experiences

1. Jurisdictions experience a core of obstacles to removal including a lack of alternatives, a lack of objective intake screening, a lack of transportation services, physical/geographical problems, legal and political hindrances, and perceptual orientations which heavily emphasize the need for secure detention.
2. Jurisdictions demonstrate the need to plan for the removal of juveniles from adult jails and lockups.
3. Jurisdictions demonstrate a need for financial and technical assistance to plan for and implement alternatives to jails.
4. Without assistance, jurisdictions indicate little knowledge regarding varying strategies to accomplish removal.
5. Jurisdictions which have implemented a plan for removal are offering nonsecure programs and services that are tailored to

the entire juvenile justice population, not solely for "kids in jails."

6. Jurisdictions which have implemented removal have required varying amounts of time and money to plan for removal.
7. Jurisdictions which have implemented a plan for removal have utilized a variety of alternatives to accomplish removal.
8. Jurisdictions which have implemented a plan for removal indicate that secure detention is a small part of the desired alternatives after conducting a needs assessment.
9. Jurisdictions which have implemented removal have required varying amounts of time and money to operationalize alternative programs and services.
10. Jurisdictions which have implemented a removal plan have developed methods to monitor that plan and juveniles who continue to be placed in jail.
11. Jurisdictions which have implemented a plan for removal via assessed needs have not experienced a net increase in the number of secure detained juveniles.
12. Jurisdictions developed a core of alternatives including 24-hour intake and transportation services, secure detention, a community residential program and a community supervision program or service.
13. To accomplish removal, jurisdictions have required changes in policies and procedures regarding law enforcement apprehension, intake screening, methods of referral, and contact with juvenile court.

14. Jail removal plans are unique to each jurisdiction, but one common theme abounds: removal can be achieved within a large variety of action plans which develop a network of programs and services responsive to the needs of the juvenile justice population.

Recommendations

1. State and local jurisdictions should provide for the identification of the juvenile populations served and the potential for utilizing various alternative programs and services for this population (as determined on a jurisdiction-by-jurisdiction basis).
2. In order to make informed policy choices, a number of questions must be asked through a conscientious planning process. This planning process will help (1) ensure the most applicable and reasonable allocation of available funds toward the removal of juveniles from adult jails; (2) minimize the costs associated with removal wherever possible to overcome potential resistance due to monetary constraints; and (3) promote the availability of a range of programs and services which meet the needs of the juvenile justice population. States and localities should pursue a plan for removal and conduct a planning process on a state-by-state basis as the foundation for necessary and definitive system change.
3. Congress should anticipate flexibility in the target date of full implementation of state plans (December 8, 1985).

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